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 Ralph Andersen & Associates

***CITY OF BELMONT
CITY OF SAN CARLOS***
**POLICE CONSOLIDATION
FEASIBILITY STUDY**

DRAFT FINAL REPORT

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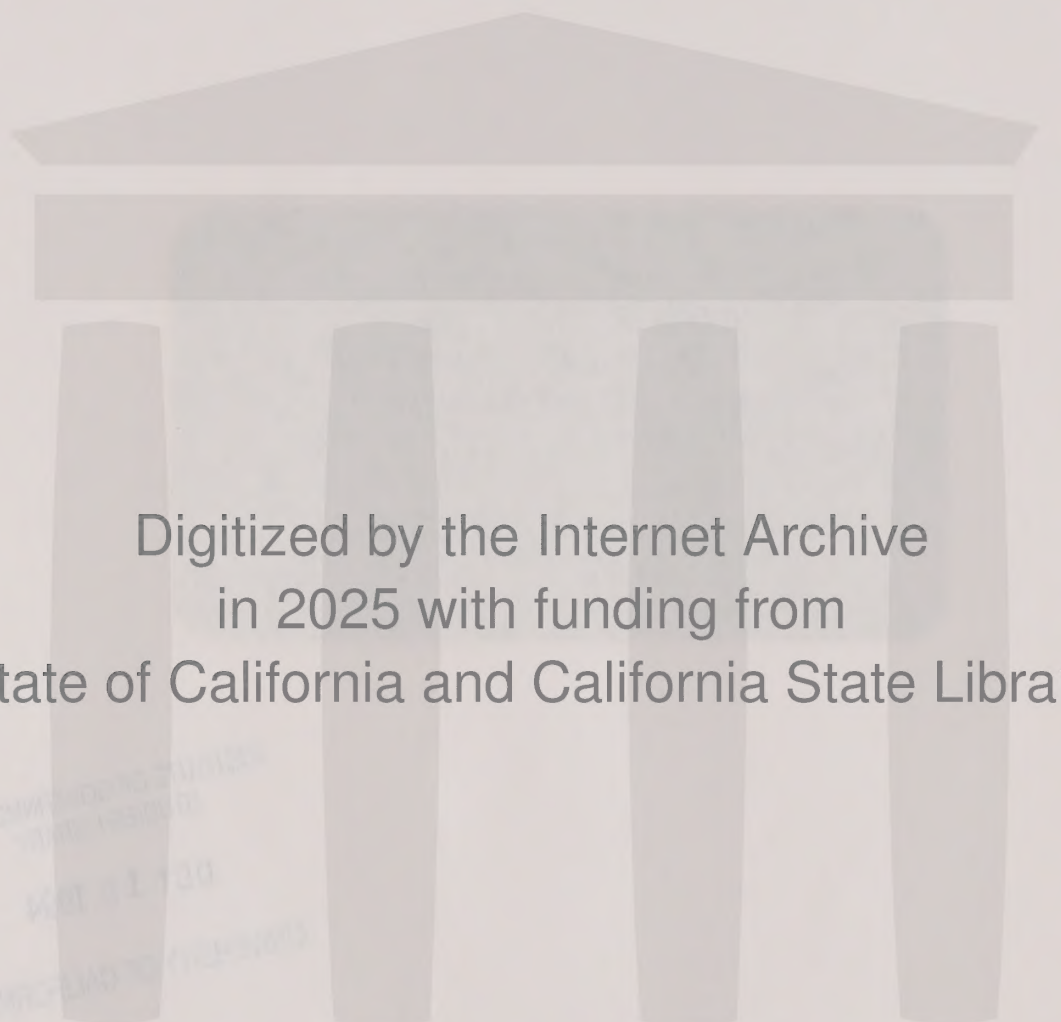
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Prepared By:

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March 12, 1990



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EXECUTIVE SUMMARY

March 12, 1990

Mr. Ed Everett
City Manager
City of Belmont
1365 5th Avenue
Belmont, California 94002

Mr. Michael Garvey
City Manager
City of San Carlos
666 Elm Street
San Carlos, California 94070

Dear Messrs. Everett and Garvey:

This executive summary is an overview of the Draft Final Report of the Police Consolidation Feasibility Study conducted for the City of Belmont and the City of San Carlos. The most significant aspects of the study's Draft Final Report are presented in this summary. The details of the study methodologies, findings and conclusions are in the Draft Final Report.

OVERVIEW

The Cities of Belmont and San Carlos are similar in many ways, including the delivery of police services. The police departments of the two cities are managed in professional manners and are a source of pride within their communities. In addition, both of the police departments provide a level of service that is comparable to each other and higher than is typical in most cities of their size.

The objective of the consolidation feasibility study was to determine if the two police departments could be merged into a single department and at the same time reduce costs and increase the level of police services to the communities. The Cities identified several critical factors that the consolidated department would need to meet. The factors included the need for the retention of local control over the department, the need to maintain a police presence in both communities, and the need for the retention of community identity.

The study concludes that the two departments could be consolidated. The consolidation would require a one-time investment of approximately \$240,000 and would result in a combined annual savings of approximately \$574,000. Further, the consolidated department would be capable of providing an increased level of service to the two communities.

The primary source of savings realized by the combined department result from the need for only one administrative structure as opposed to the two structures that are required by the two independent departments. The increased level of service forecasted is a result of the opportunity for more efficient utilization of staff. Currently, both departments must staff their early morning watches with a full compliment of patrol officers even though the number of calls for service do not justify this level of staffing. The consolidated department would enable the assignment of surplus patrol staff to other functions such as youth services and planning.

The past success of the two cities in the joint delivery of fire services, family counseling and training, to mention a few, can once again be realized by combining the Belmont and San Carlos Police Departments. The consolidation will reduce the cost of police services in the two cities as well as increase the level of police services in both cities. We recommend the consolidation of the two police departments based on the study analysis and these two positive results.

Opportunities for functional consolidations and for the internal improvement of service deliveries were also developed during the study. Chapters V and VI of this report present the recommendations pertaining to these two study subject.

BACKGROUND AND STUDY OBJECTIVE

The Cities of Belmont and San Carlos are adjacent communities of similar size and population. The cities both have a history of providing a high level of municipal services, and cooperating in their delivery. The police departments work cooperatively in a variety of ways particularly at the field officer level.

The two Cities have experience in the joint delivery of public safety services. In 1979, the City of San Carlos and the Belmont Fire Protection District entered into a joint exercise of powers agreement for the delivery of fire protection services. The success of this consolidation and the potential for substantial savings lead the two cities to study the feasibility of consolidating police services. The importance of several critical factors were recognized when the Cities agreed to proceed with

the study. The factors included the need for a consolidated department to be acceptable in both communities, the retention of local control over the police function, the retention of community identity, and the need to maintain a police presence in both communities.

The Police Consolidation Feasibility Study included various objectives. The primary objectives were to determine the service level and financial implications of merging the two departments. The other objectives included the identification of possible functional consolidations and the identification of individual improvement opportunities in each of the two police departments.

The scope of the study was to be comprehensive and included in-depth analysis of the services and operations of both police departments. The study approach required extensive involvement and participation by both cities. This involvement included interviews with the members of the City Councils, City Managers, Police Chiefs, police department managers and supervisors, police officers' associations and a representative sampling of the members of both departments. In addition, a variety of information relating to the operation of the two departments was assembled and reviewed by the consultants.

COMMUNITY AND DEPARTMENT OVERVIEWS AND PROFILES

The study required the development and review of a number of areas of comparison. Included were, city population, size, land use mix, organizational structure, expenditure levels, and levels of criminal activity. In addition, the police departments' organizational structures, staffing levels, budgets, workload levels and methods of operations were compared. It was found that the Cities and their police departments are similar.

The research and analysis elements of this study demonstrate that the Cities and their Police Departments are similar in the following areas.

- *Levels and time distribution of police calls for service*
- *The levels and types of police services*
- *Patrol officer time utilization*
- *Response time to emergency and urgent calls for assistance*

- *Traffic enforcement activities above typical target levels*
- *Number of juvenile arrests and their similar rate of increase*
- *The rate of increase in the number of adult arrests*
- *Number of sustained citizen complaints against officers*
- *Claims and lawsuits resulting from police actions*
- *Employee at fault vehicle fleet accident rates*
- *Yearly investigator case loads*
- *Equipment provided to officers*
- *Total compensation of sergeants and patrol officers*
- *Organizational structures, with the exception that San Carlos has an additional division for its investigations unit.*

The Departments' differences include the following.

- *San Carlos provides one officer to the County Narcotics Task Force and Belmont supplies funding in-lieu of an officer*
- *San Carlos has a higher number of patrol officer hours available per day*
- *Patrol car color schemes, uniform patches, and other insignia are different*
- *Calls for service priorities are numbered differently*
- *San Carlos averages more citizen complaints than does Belmont, though both are below the norm*
- *Belmont offers several more in-house services*
- *San Carlos has more reported vehicle fleet accidents*
- *San Carlos expends more overtime in the patrol function*
- *San Carlos expends more overtime/per-diem in the communications function*

- *Belmont expends more overtime in the investigative function*
- *San Carlos assigns virtually all investigatable cases to investigators*
- *Belmont assigns almost one-half of all investigative cases back to patrol officers*
- *San Carlos has a higher non-sworn to sworn ratio*
- *San Carlos has a higher level of staffing in the clerical/records function*
- *Belmont uses a higher number of reserve hours per month*
- *Belmont's sworn employees have a higher mean tenure in their present rank*
- *San Carlos has a higher level of expenditures*
- *San Carlos provides cash allowances to management employees in-lieu of vehicles*
- *San Carlos has modern spacious facilities and Belmont does not.*

The workloads of the patrol divisions of both departments were identified and analyzed in detail. This information is of particular importance because it is the workload of the patrol division that is used to determine the level of staffing required by a department. The combined workload of the two departments was likewise used to determine the staffing level that would be required of a combined department.

The average number of calls for service (CFS) dispatched in the City of Belmont during the period of review was 29.2 per day (24-hour). The average time spent on each call was 42.5 minutes. On average, a Belmont officer spent 1.87 hours responding to CFS, 1.63 hours on administrative activities and 4.5 hours on patrol of a beat for a total of 8 hours. Administrative activities include such items as going to court while on duty, meeting with the sergeant, and meals.

The average number of CFS dispatched in the City of San Carlos during the review period was 28.9 per day (24-hour). The average time spent on each call was 51.7 minutes. On an average 8-hour shift, a San Carlos officer spent 2 hours responding to CFS, 1.3 hours on administrative activities, and 4.7 hours on patrol.

The workloads, staffing levels and distribution of patrol officer time in the two communities are very similar. Using this and other information regarding the two

cities and the police services they provide, the consultants defined alternative consolidated departments.

CONSOLIDATION ALTERNATIVES

Three alternative consolidated departments are presented in the Draft Final Report. Briefly they are described as follows.

- **Alternative I**--This department could be described as a base case department. It was designed to provide a level of patrol service that is based upon an industry standard. That is, a patrol officer's time is evenly divided between responding to CFS, administrative time and patrol time. The Alternative I consolidated department would require 18 fewer employees than are currently employed by the two departments. This would result in a combined annual savings of approximately \$1.2 million to the two Cities.
- **Alternative II**--This department was designed to retain the current level of patrol time available to a San Carlos patrol officer. The San Carlos officer was used because he/she has the higher of the two departments available patrol time. The Alternative II department would require 6 fewer employees than are currently employed by the two departments. This would result in a combined annual saving of about \$467,000 to the two Cities.
- **Alternative III**--This department contains a portion of the advantages of both the Alternative I and II departments. The Alternative III department reassigns a portion of the Alternative II patrol time to other more productive activities and still retains a portion of the savings that would result from the Alternative I Department. The Alternative III department would required 8 fewer employees than are currently employed by the two departments. This would result in a combined annual savings of approximately \$574,000 to the two Cities.

The response time to CFS of the Alternative III department would remain consistent with the current response times of the two departments. This alternative would result in additional youth services, planning capabilities and police records services. In addition, such activities as property storage, often an important element in the presentation of a case, would be enhanced.

CONSOLIDATION

The Cities of Belmont and San Carlos determined at the commencement of the consolidation study that certain parameters would be required of a consolidated department. These included the following.

- *The maintenance of local control*
- *The need to maintain a police presence in both Cities*
- *The need to accommodate such staff reductions as might result through attrition rather than layoff*
- *Current employees should not suffer economically through reduced salary or fringe benefits because of the consolidation*
- *The need to reduce the cost of police services to the two Cities*
- *The retention or improvement of services to the two communities.*

Based upon the analysis conducted as a part of this study, alternative III can satisfy each of these criteria.

Assuming the decision is made to proceed with the consolidation of the two departments, a method of allocating the cost of the consolidated department will be required. Several alternative are available. The cost could be shared on the following basis.

- *An equal division of the cost between the two cities*
- *An equal sharing of the savings between the two cities*
- *A division based upon population*
- *A division based upon calls for service generated from each City.*

After reviewing each of these alternatives, the most logical is the equal sharing of the savings. This would reduce the cost of police services in each City by an estimated \$287,000.

INSTITUTIONAL ARRANGEMENT

The creation of a consolidated police department will require the two Cities to enter into an agreement that establishes and provides for the operation of the consolidated department. The Belmont Fire Protection District and the City of San Carlos entered into such a joint exercise of powers agreement when the South County Fire Authority was established. The three primary arrangements available for the establishment of such an agreement are listed below.

- *The establishment of a joint exercise of powers agreement*
- *The development of a contractual arrangement between the two Cities*
- *The modification of the current South County Fire agreement to include police services.*

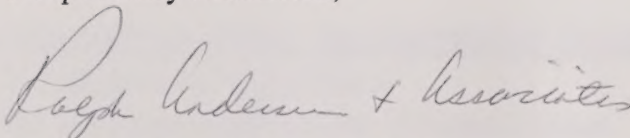
The modification of the current South County Fire agreement is the option that would best serve the two Cities. This option should be reviewed by legal counsel to verify the feasibility and legal ramifications of such a modification.

SUMMARY

The Cities of Belmont and San Carlos provide a level of police service that is higher than is found in the typical city. The consolidation of the police departments of the two Cities will enhance this level of service and reduce costs. The employees of the Cities are talented, motivated and capable of implementing the consolidation.

Throughout the course of the study, the employees of both Cities were cooperative and helpful. We appreciate their cooperation and assistance.

Respectfully submitted,



Ralph Andersen & Associates

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CHAPTER I

INTRODUCTION

Ralph Andersen & Associates was retained jointly by the Cities of Belmont and San Carlos to conduct a Police Consolidation Feasibility Study. This document is the Draft Final Report related to the Study. It contains:

- **Chapter I--Introduction**--This chapter provides general background information about the study, including a review of the study scope and objectives.
- **Chapter II--Overview and Profile**--This chapter provides an overview of the two communities and their respective police departments. It also contains information regarding crime trends.
- **Chapter III--Department Consolidation Alternatives**--This chapter describes three consolidation alternatives and the resulting services levels and costs of each alternative. This data is the foundation upon which the recommended full consolidation alternative presented in Chapter IV is based.
- **Chapter IV--Full Department Consolidation**--In this chapter, the recommended organizational structure, staffing level, financial implications and possible institutional arrangements for consolidation of the police departments are described.
- **Chapter V--Functional Consolidation**--This chapter describes a number of opportunities for functional consolidations. These are opportunities that are available if full consolidation is not pursued.
- **Chapter VI--Internal Improvement Opportunities**--In this chapter, opportunities for increased utilization of resources within each department are presented.

CHAPTER II

COMMUNITY AND DEPARTMENT OVERVIEWS AND PROFILES

This chapter is meant to place the Cities of Belmont and San Carlos and their Police Departments into perspective. For each City and Department it contains information relating to:

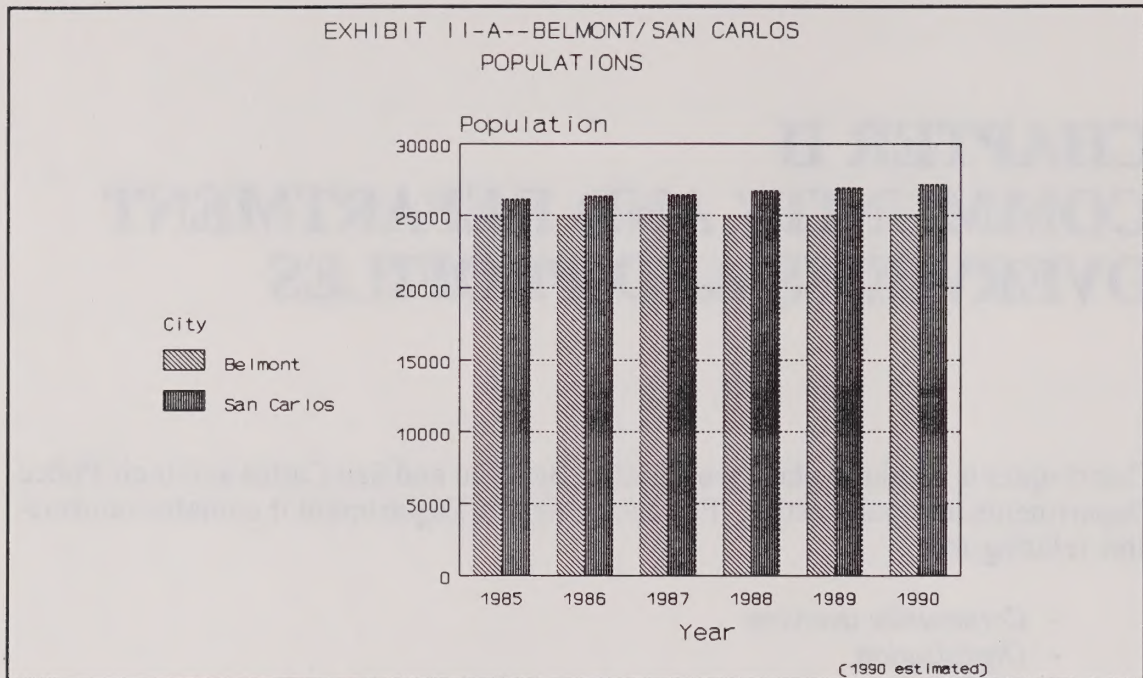
- *Community overview*
- *Organization*
- *Staffing*
- *Budget*
- *Compensation levels*
- *Vehicles*
- *Equipment.*

The information provided in this chapter describes the general environment in which the Police Departments operate. That environment includes the community generally and the city organizations. To broaden the perspective of the Departments, a variety of comparative information has been included that relates the level of criminal activity conditions in Belmont and San Carlos to local and State averages.

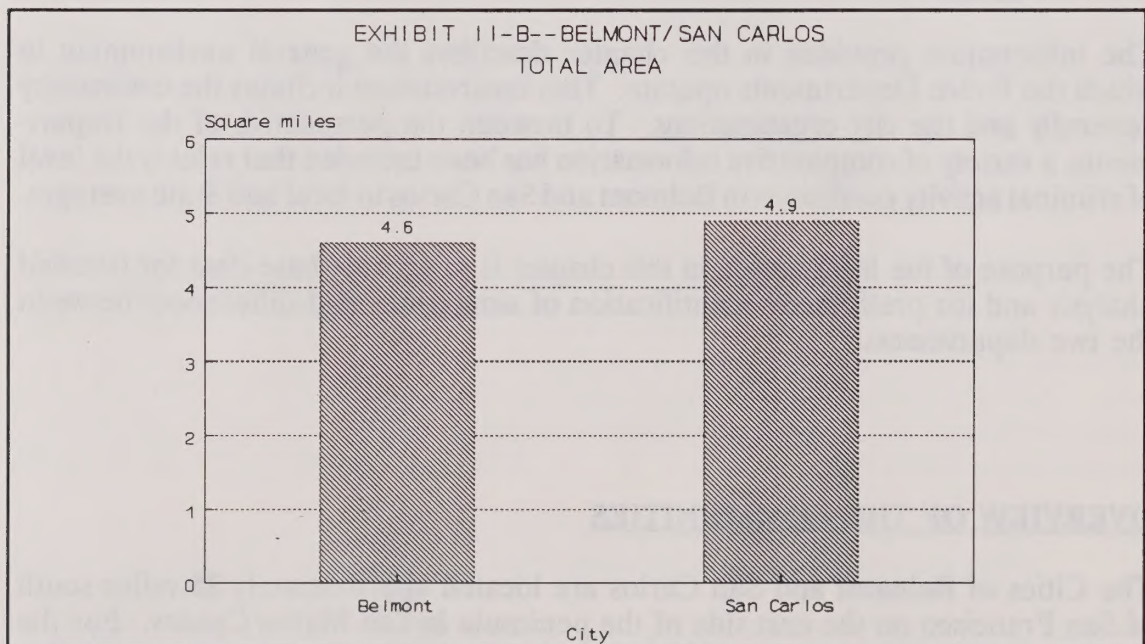
The purpose of the information in this chapter is to provide base data for detailed analysis and for preliminary identification of similarities and differences between the two departments.

OVERVIEW OF THE COMMUNITIES

The Cities of Belmont and San Carlos are located approximately 25 miles south of San Francisco on the east side of the peninsula in San Mateo County. For the last five years, the populations of Belmont and San Carlos have been roughly equivalent. The current population estimates are: Belmont 25,050 and San Carlos 27,150. A comparison of the populations for the last five years is presented in Exhibit II-A. The data is as of January 1 of each year and the 1990 figures are estimated.

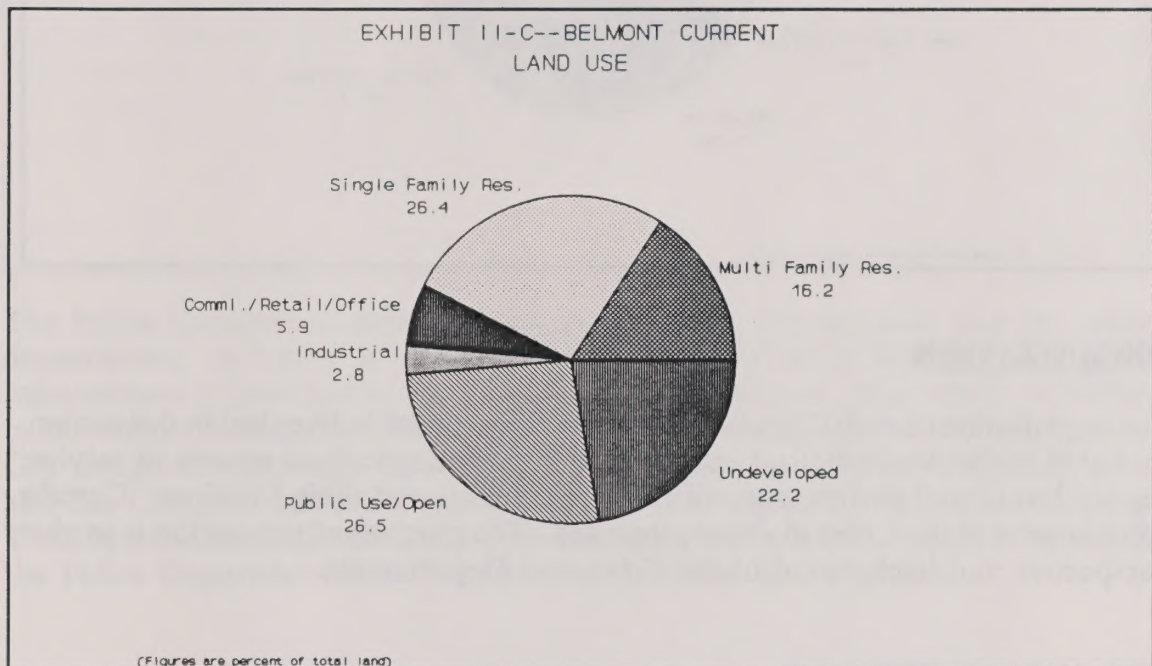


The City of Belmont is approximately 4.6 square miles or 2,944 acres in size while San Carlos contains approximately 4.9 square miles or 3136 acres. A comparison of the cities' areas is presented in Exhibit II-B.



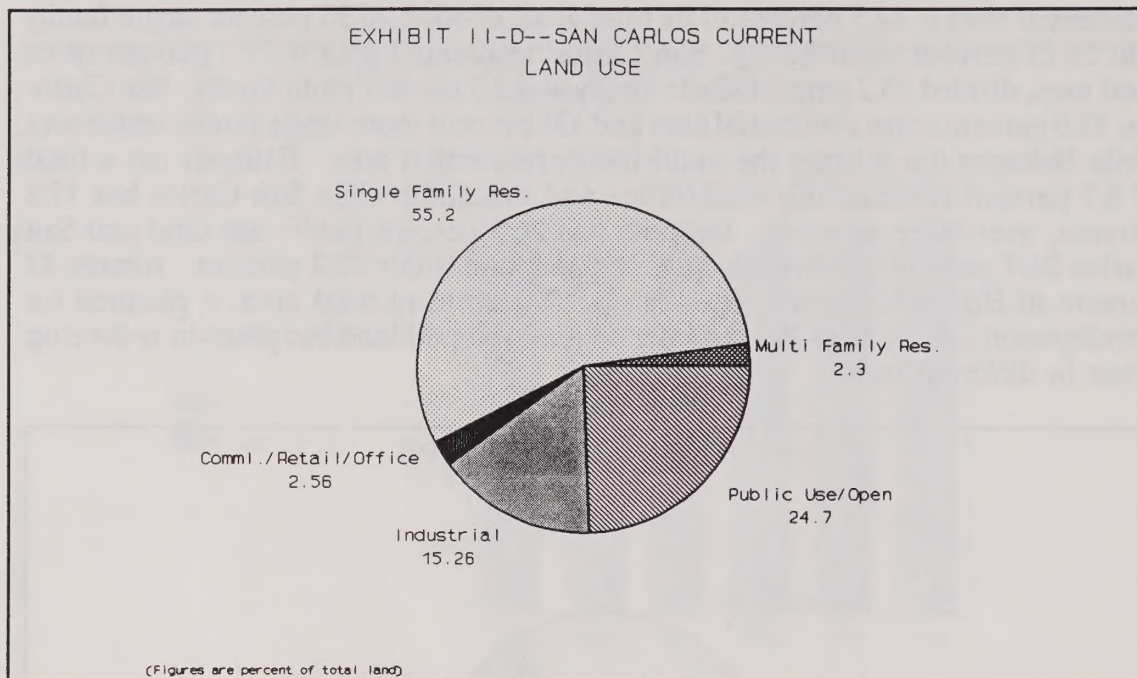
Though quite similar in many ways, Belmont and San Carlos differ significantly in their current land uses. Exhibits II-C and II-D respectively depict Belmont and San Carlos' various uses of land as a percentage of total land space. Belmont's

residential area is 42.5 percent of its total area, divided 26.36 percent single family and 16.15 percent multi-family. San Carlos' residential area is 57.5 percent of its total area, divided 55.2 percent single family and 2.3 percent multi-family. San Carlos has 53.9 percent more residential area and 138 percent more single family residences while Belmont has 6 times the multi-family residential area. Belmont has a total of 8.7 percent commercial/retail/office and industrial while San Carlos has 17.8 percent, over twice as much. Belmont has 26.5 percent public use land and San Carlos 24.7 percent. Belmont's undeveloped land totals 22.2 percent. Almost 42 percent of Belmont's undeveloped area, 9.2 percent of total area, is planned for development. San Carlos has virtually no undeveloped land but plans to redevelop areas to different uses.



Belmont's total assessed value is \$1,337,830,047 and that of San Carlos is \$1,923,804,152. These are the 1989-1990 values after exemptions. The higher assessed value in San Carlos is mainly the result of the larger percentage of higher value commercial and industrial land use. The assessed value of San Carlos is \$586 million, or 43.8 percent, higher than that of Belmont.

Overall, the two Cities have many similarities. Hilly terrain, demographics, position between Interstate 280 and U.S. 101, El Camino Real on the east side of town, and prosperous, small town atmosphere are similarities. Additionally, Belmont and San Carlos have a tradition and history of cooperation. Examples of this cooperation are their consolidation, along with two other cities and a special district, for waste water treatment and a joint refuse operation.



ORGANIZATION

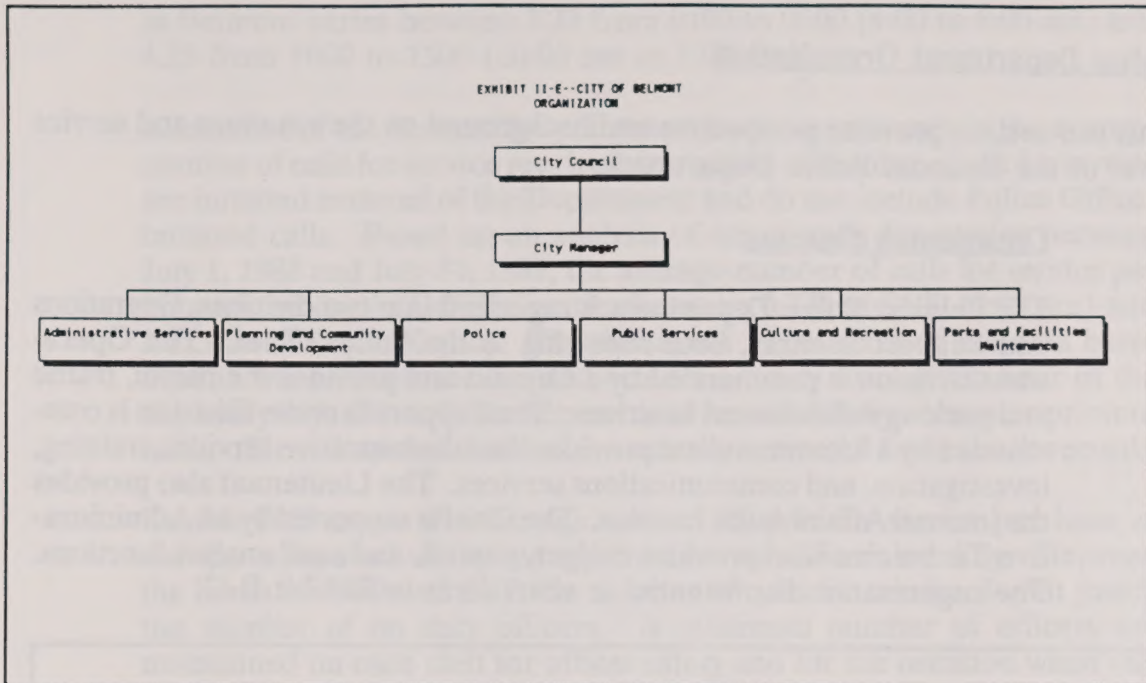
The organization of each City and each Police Department is described in this section. Included in the descriptions is information highlighting various aspects of service, service levels, and performance of the Departments and their Divisions. Certain comparisons of the Cities also are presented. The purpose of the section is to give perspective and background of the Cities and Departments.

THE CITY OF BELMONT

This sub-section describes aspects of the City and Police Department and includes an operational perspective and background.

City Organization

Belmont is governed by a Mayor and City Council and employs a City Manager to oversee daily operations. The City Manager is appointed by the City Council and serves at its pleasure. The City Manager appoints the Chief of Police and other city department heads. Exhibit II-E is an organizational diagram showing the direct reporting relationship between the City of Belmont Police Department and the City Manager. The diagram does not show the City Clerk and City Treasurer, which are elected positions, and the City Attorney, who is appointed by the City Council.



The Police Department shares resources within the city structure with the other departments. A listing of shared resources is presented in Exhibit II-F. Fleet maintenance is provided by the City with the exception of parts, which are billed to the Police Department. There are no data processing services provided by the City except in budgeting. The Finance Department provides purchasing services and the City provides interior and exterior maintenance to the police building. The City provides all personnel services except for background investigations, which the Police Department either performs or contracts to a specialist.

EXHIBIT II-F BELMONT MAJOR SHARED RESOURCES

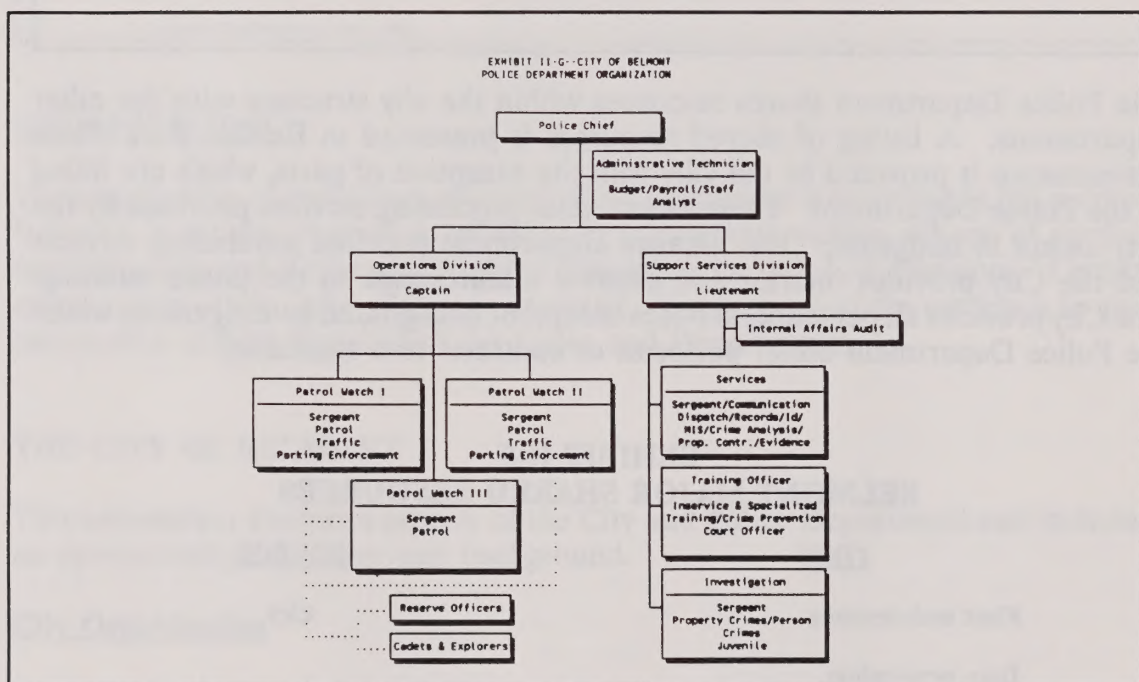
<u>ITEM</u>	<u>SOURCE</u>
Fleet maintenance	City
Data processing:	
Budget	City
Records, statistics	Police Department
Purchasing	City Finance
Personnel:	
Personnel functions	City
Background investigations	Police Department/Contract
Building maintenance:	
Interior	City
Exterior	City

Police Department Organization

This sub-section provides perspective and background on the structure and service level of the Belmont Police Department.

• Organization Structure

The Belmont Police Department is organized into two divisions, Operations and Support Services, both reporting to the Police Chief. The Operations Division is commanded by a Captain and provides the patrol, traffic and parking enforcement functions. The Support Services Division is commanded by a Lieutenant and provides the administrative services, training, investigation, and communications services. The Lieutenant also provides the Internal Affairs Audit function. The Chief is supported by an Administrative Technician who provides budget, payroll, and staff analyst functions. The organization is presented in chart form in Exhibit II-G.



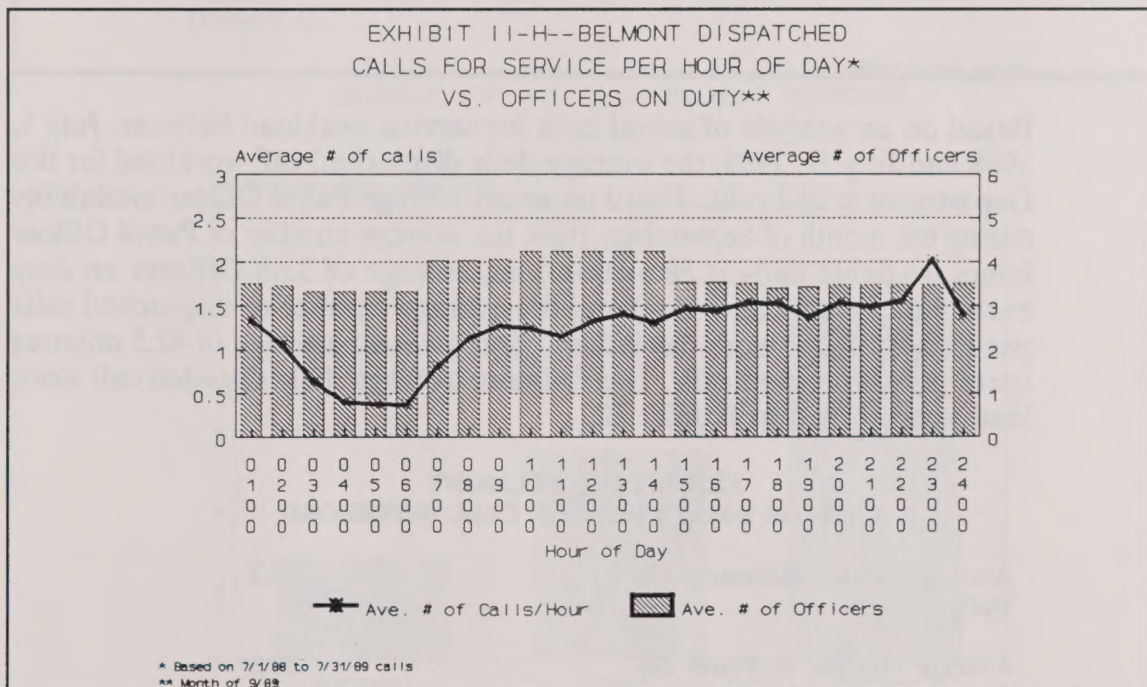
Operations Division

The Operations Division has three Patrol Watch shifts, each supervised by a Sergeant. The staffing level of each watch is sufficient to allow for days off, vacation and such, as opposed to using a fourth relief watch. One measure of the ability of a department to provide service is the average number of Patrol Officers who are on duty at any hour of the day. Based on an analysis of actual attendance logs during the month of September, 1989, the average number of officers on duty for a given hour of the day

in Belmont varies between 3.33 from 0400 to 0600 (4:00 to 6:00 am) and 4.23 from 1000 to 1300 (10:00 am to 1:00 pm).

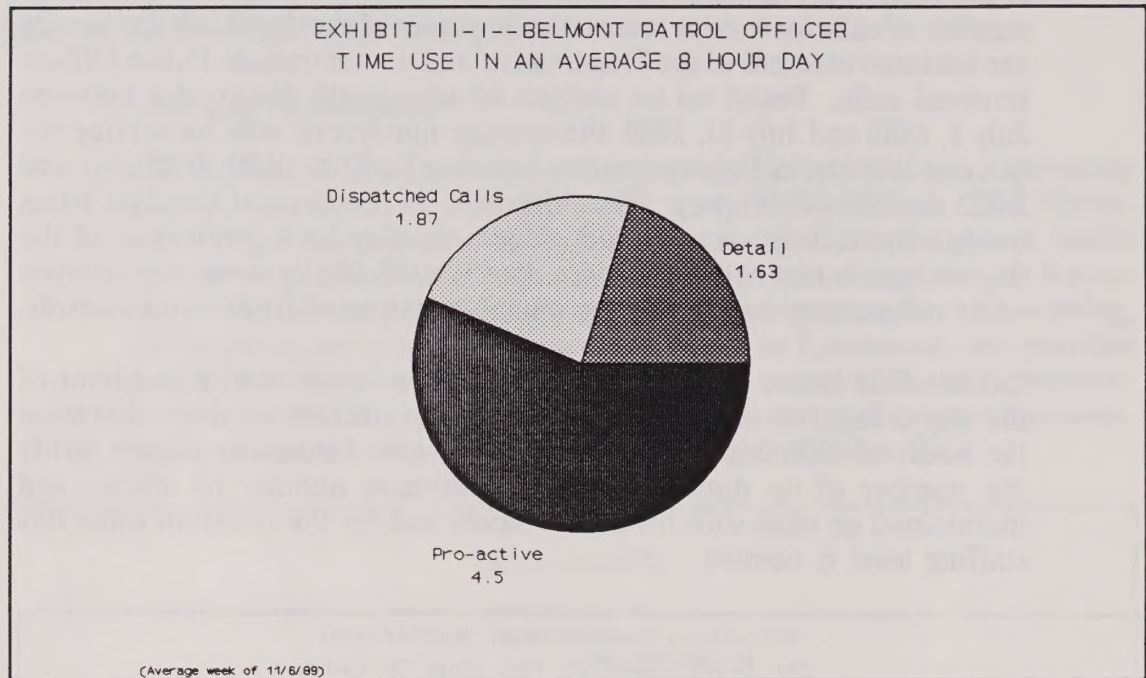
A measure of the demand for police service in a community is the average number of calls for service received at any hour of the day. Calls for service are initiated external of the Department and do not include Police Officer initiated calls. Based on an analysis of actual calls for service between July 1, 1988 and July 31, 1989, the average number of calls for service per hour of the day in Belmont varies between 0.378 at 0600 (6:00 am) and 2.023 at 2300 (11:00 pm). The difference in the sizes of the data bases used in the calls for service and officers on duty for a given hour of the day analysis is that calls for service data is available by computer printout while officer duty data had to be manually extracted from watch records.

Exhibit II-H shows the average number of calls for service per hour of the day compared to the average number of officers on duty. Between the hours of 0300 and 0600 the number of calls for service do not justify the number of on duty officers. A minimum number of officers are maintained on each shift for officer safety and for the occasion when this staffing level is needed.



Based on an analysis of actual workload during the week of November 6, 1989, which appears to be typical, Belmont Patrol Officers spend an eight hour work day as follows: 1.63 hours on detail (training, preparation, break); 1.87 hours on dispatched calls for service which includes the time required of arrests and bookings; and 4.5 hours in pro-active patrol ("on view" person or traffic stops including arrests and bookings, prevention

work, and talking with citizens). The distribution of a Belmont Patrol Officer's use of an average eight hour work day is presented in Exhibit II-I. The ratio of pro-active to dispatched and detailed time is 1.29 to 1.



Based on an analysis of actual calls for service workload between July 1, 1988 and July 31, 1989, the average daily dispatched call workload for the Department is 29.2 calls. Based on actual average Patrol Officer availability during the month of September, 1989, the average number of Patrol Officer hours available daily is 88.3 (this is an average of 3.68 Officers on duty each hour for a 24 hour day) and the average number of dispatched calls per Patrol Officer work day is 2.64. This gives an average of 42.5 minutes spent per dispatched call. The Belmont average daily dispatch call workload is presented in Exhibit II-J.

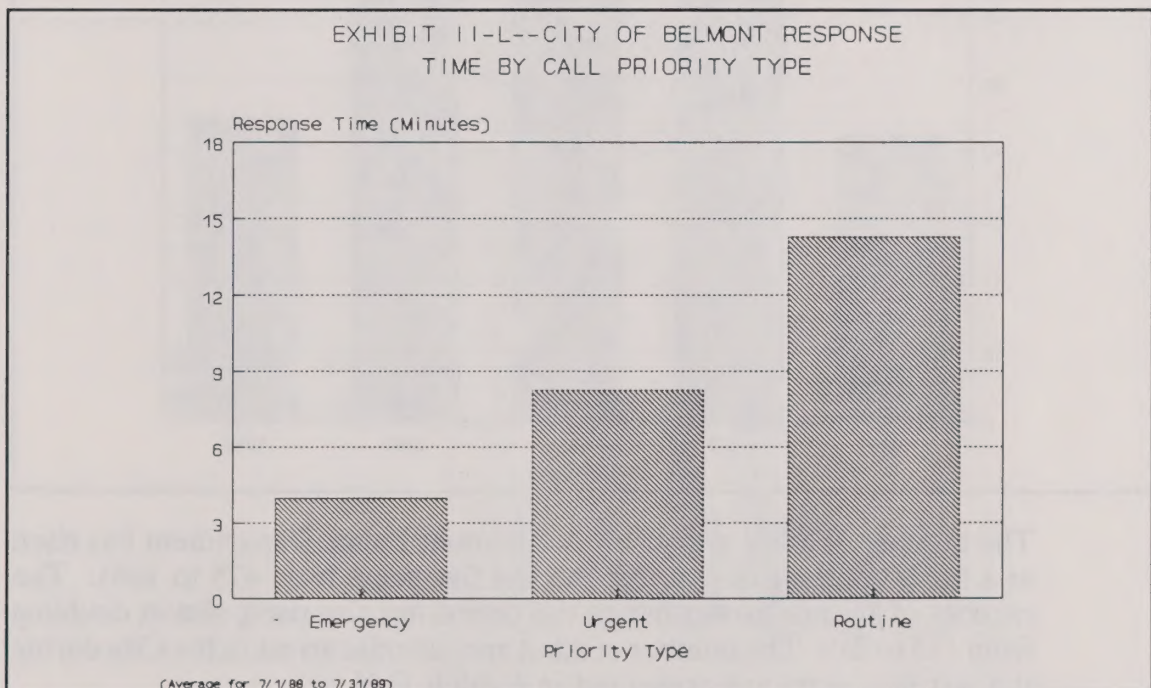
**EXHIBIT II-J--BELMONT
AVERAGE DAILY DISPATCH CALL WORKLOAD**

Average Number of Dispatch Calls Daily	29.2
Average Number of Patrol Officer Hours Available Daily	88.3
Average Dispatched Calls per Officer Work Day (8 hrs)	2.64
Average time spent per call	42.5 min

Calls for service are assigned priorities depending upon the nature of the service. To assist in the interpretation of information on average response time per dispatch call, the definitions of the call for service priorities are presented in Exhibit II-K. In the Belmont Police Department, a Priority 1 call is routine, Priority 2 is urgent, and Priority 3 is emergency. The Department's response goal for Priority 3 calls is to respond to 80 percent of the calls in three minutes and 95 percent in five minutes. The average actual response times for the Department to the various priority calls is presented in Exhibit II-L.

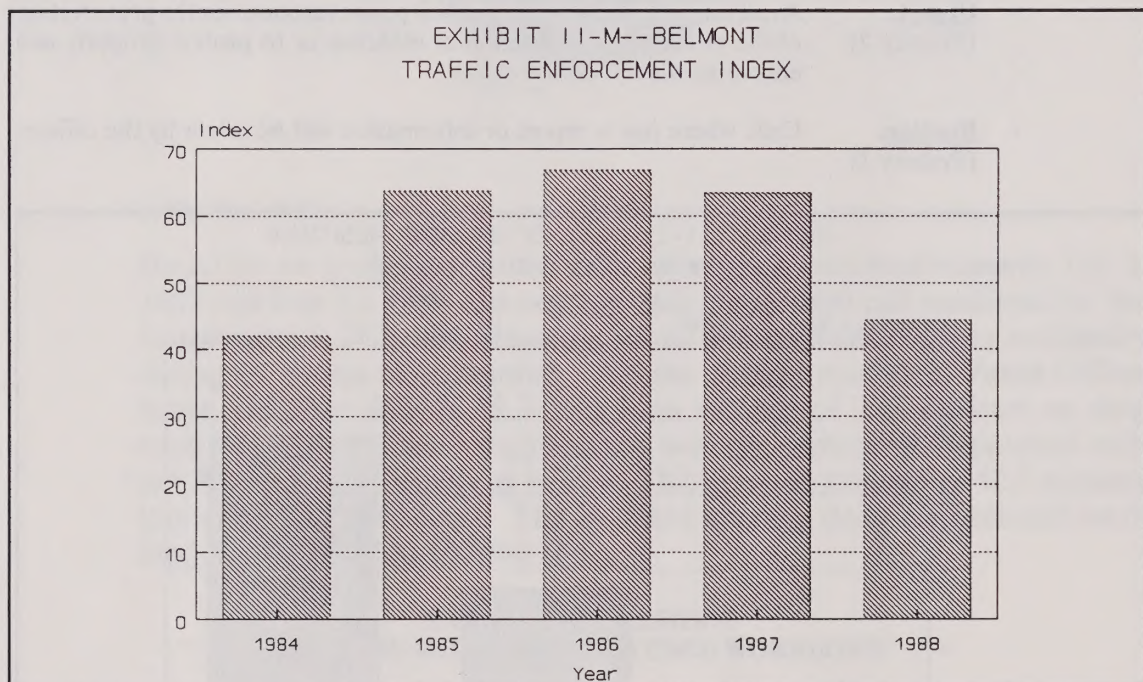
**EXHIBIT II-K
DEFINITIONS OF CALL FOR SERVICE PRIORITIES**

- **Emergency:** (Priority 3) A call for service that requires immediate police response. Included are crimes in progress and any crime that has just occurred where there is still risk to the safety of a citizen, or suspect apprehension is highly possible.
- **Urgent:** (Priority 2) A call for service that requires quick police response for the preservation of the crime scene, collection of evidence or to protect property and ensure continued citizen safety.
- **Routine:** (Priority 1) Calls where just a report or information will be taken by the officer.



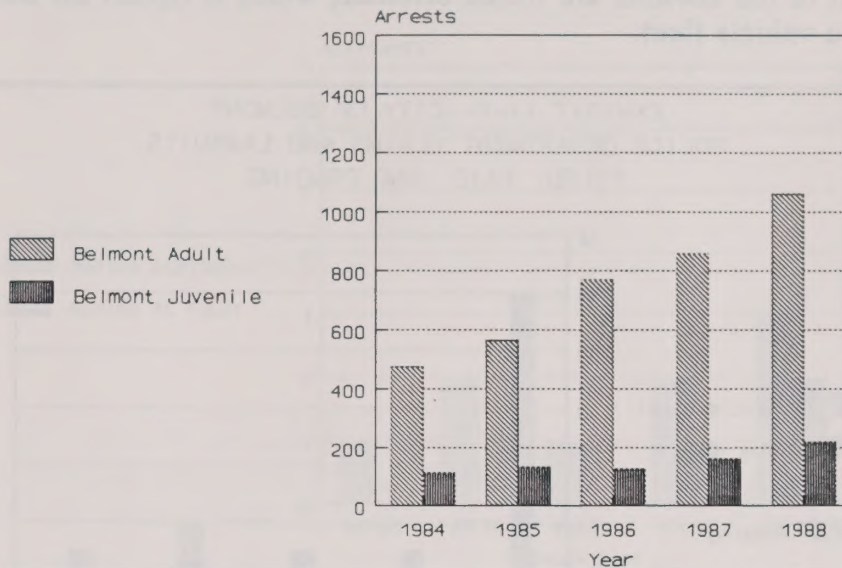
The following information gives perspective and background on aspects of service, service levels, and performance of the Belmont Police Department Operations Division.

The Traffic Enforcement Index is a measure of the effectiveness of traffic enforcement efforts. It is calculated by dividing the number of penalty hazardous citations by the sum of the fatal and injury accidents for a given time period, usually a year. A penalty hazardous citation is a hazardous citation which results in a court penalty, usually a fine. The accepted goal among local traffic enforcement agencies is to write 20 penalty hazardous citations per fatal or injury accident. The City does not receive statistics from the court system giving the percentage of hazardous citations which result in penalties, but the Department believes that the percentage is very high, 90 to 95 percent. Since the Index is high, and accurate penalty percentages are not available, 100 percent penalty on hazardous citations was used for calculating the Index. Exhibit II-M presents the Traffic Enforcement Index for the years 1984 through 1988. The Index ranges from a low of 42.1 in 1984 to a high of 66.8 in 1986 with the latest, 1988 at 44.4, all well above the standard of 20.

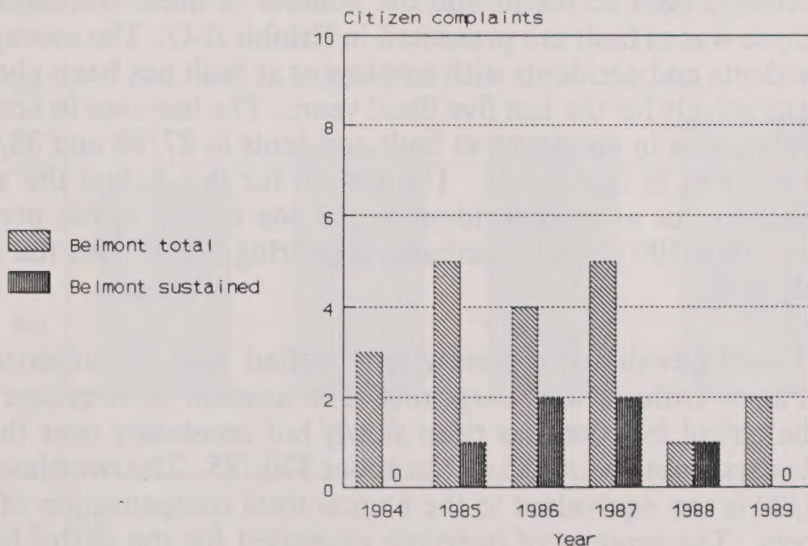


The number of adult arrests by the Belmont Police Department has risen at a fairly constant rate during the last five years from 475 to 1061. The number of juvenile arrests during this period has also risen, almost doubling from 113 to 219. The number of adult and juvenile arrest in the City during the last five years are presented in Exhibit II-N.

The number of citizen complaints against Belmont Police Officers has fluctuated over the last six years from a high of five in 1985 and 1987 to a low of one in 1988. The number of sustained complaints, those found to have merit, has been and remains very low, an average of one per year.

EXHIBIT II-N--CITY OF BELMONT
ARRESTS

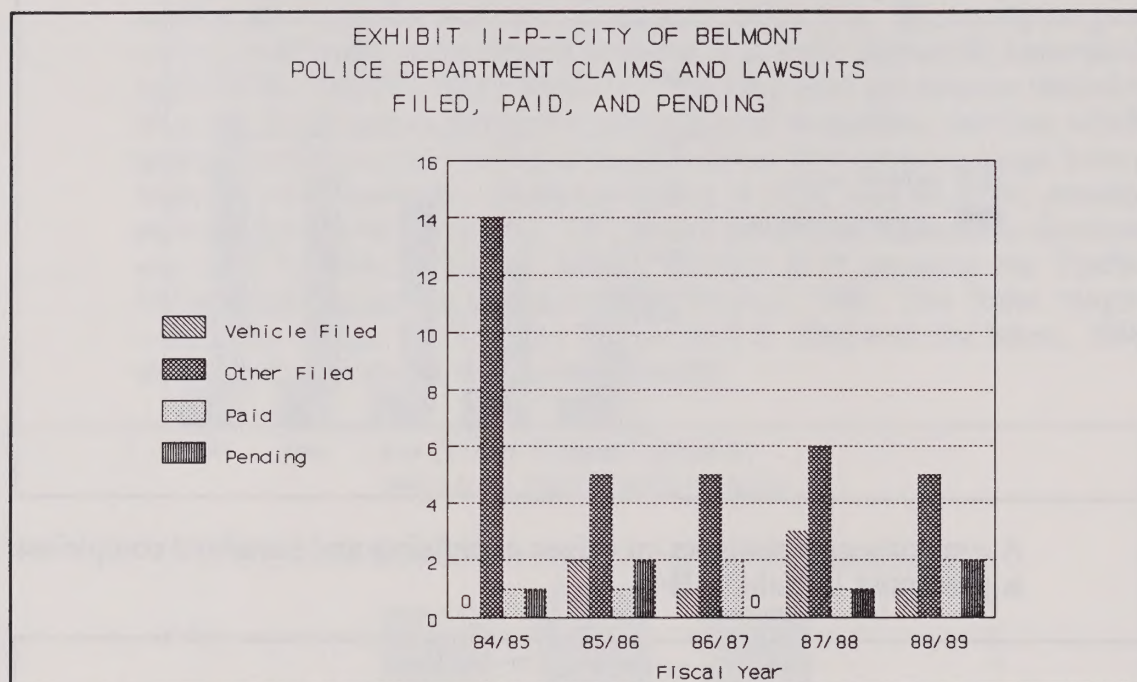
A comparison of statistics on citizen complaints and sustained complaints is presented in Exhibit II-O.

EXHIBIT II-O--CITY OF BELMONT
CITIZEN COMPLAINTS AGAINST POLICE

(1989 figures through 9/1/89)

Except for the fourteen claims and lawsuits filed in fiscal year 84/85, the number of claims and lawsuits filed against the Police Department in the last five years has been constant at five or six per year. The number of these claims and lawsuits paid during that time has remained constant

at one or two per year. The Department has six claims and lawsuits pending from the last five years. A comparison of the claims and lawsuits filed, paid, and pending is presented in Exhibit II-P. Note that, except for 84/85, half of the lawsuits are traffic oriented, which is typical for the operator of a vehicle fleet.



Department fleet accidents and the number of these accidents where an employee was at fault are presented in Exhibit II-Q. The average number of accidents and accidents with employees at fault has been about 1.8 and 0.6 respectively for the last five fiscal years. The increase in accidents and equivalent rise in employee at fault accidents in 87/88 and 88/89 appear large but are, in fact, small. The reason for this is that the addition of one accident or at fault accident to the one or two of the previous year gives a 50 or 100 percent increase, appearing large when the increase is merely one.

The Patrol Division is currently fully staffed with its authorized twenty-five Patrol Officers and Sergeants. The amount of overtime expended for the patrol function has risen slowly but constantly over the last four fiscal years from about \$55,452 to about \$70,785. The overtime expended in 88/89 is the equivalent to the annual total compensation of 1.5 Patrol Officers. The amount of overtime expended for the patrol function for the last four fiscal years is presented in Exhibit II-R.

The Belmont Police Department has a very service oriented philosophy. It provides an array of services and programs including:

EXHIBIT 11-Q--CITY OF BELMONT POLICE
DEPARTMENT FLEET ACCIDENTS AND
EMPLOYEE FAULT

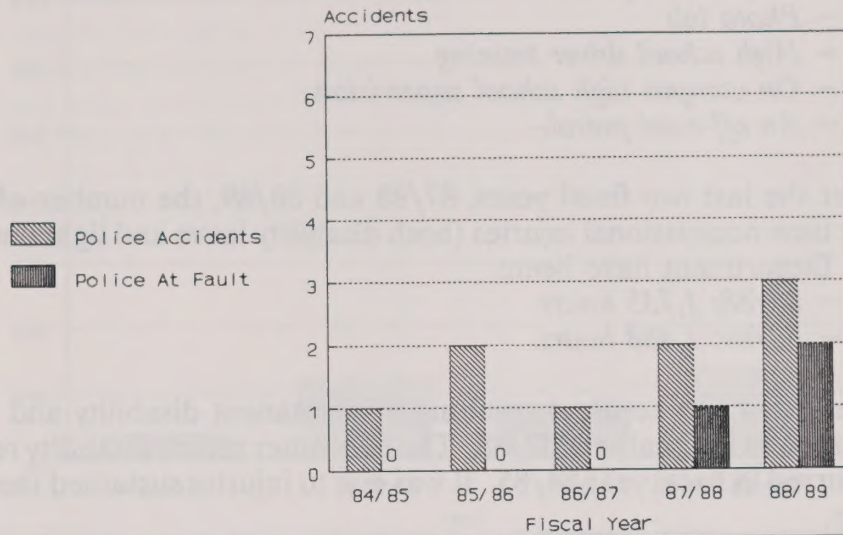
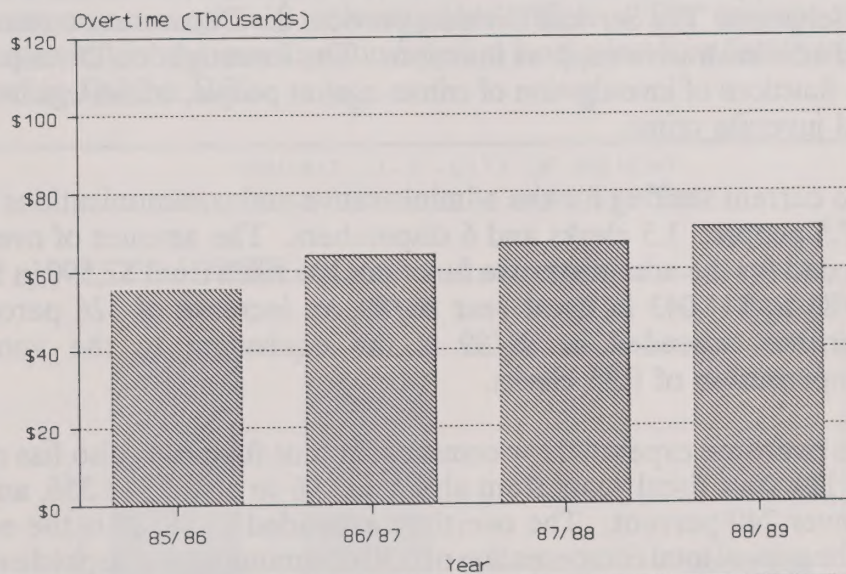


EXHIBIT 11-R--CITY OF BELMONT
OVERTIME EXPENDED - PATROL



- K-9
- Explorers
- Vacation check/ride-by
- D.A.R.E.
- Community Watch
- Earthquake Preparedness (with South County Fire)
- Community events supervision

- *Holiday foot patrol*
- *Bicycle safety*
- *An Emergency Services Unit (ESU) [SWAT type unit]*
- *Community feedback surveys*
- *Photo lab*
- *High school driver training*
- *On campus high school supervision*
- *An off-road patrol.*

Over the last two fiscal years, 87/88 and 88/89, the number of hours of lost time occupational injuries (both disability leave and light duty) within the Department have been:

- *87/88: 1,735 hours*
- *88/89: 1,488 hours.*

There was one accident resulting in permanent disability and disability retirement in fiscal year 87/88. The only other recent disability retirement occurred in fiscal year 84/85. It was due to injuries sustained the previous year.

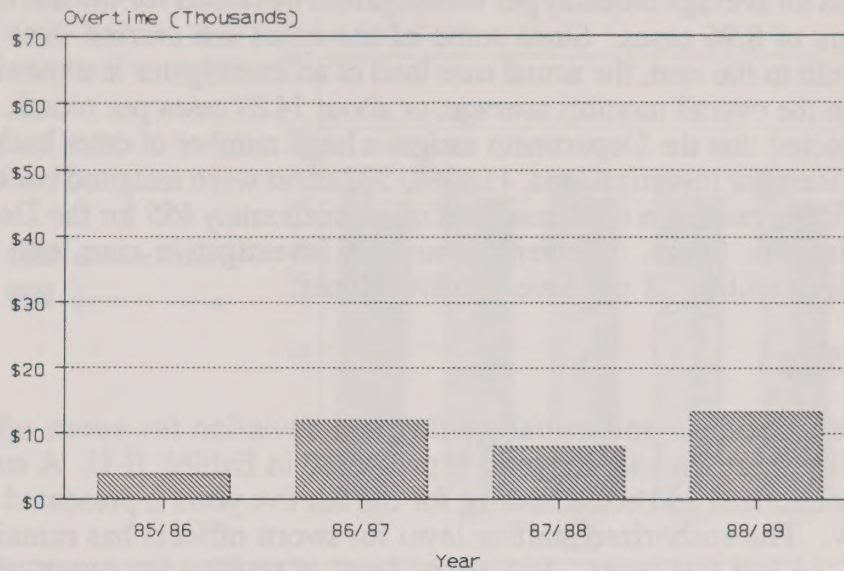
Support Services Division

In the Support Services Division the two major subdivisions are supervised by Sergeants. The Services Division, provides the Department communications and administrative support functions. The Investigation Division includes the functions of investigation of crimes against people, crimes against property, and juvenile crime.

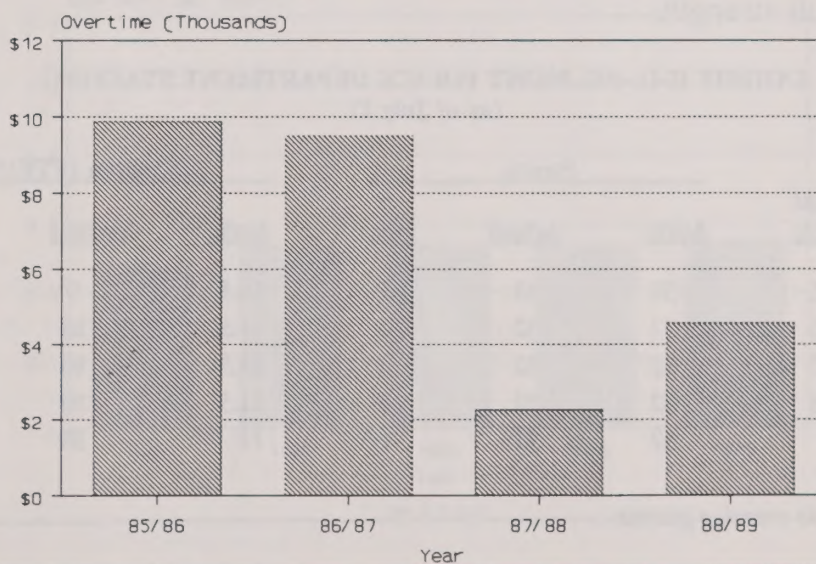
The current staffing for the administrative and communications functions is 7.5 people: 1.5 clerks and 6 dispatchers. The amount of overtime expended for the administrative functions has risen from \$2,590 in fiscal year 85/86 to \$11,043 in fiscal year 88/89, an increase of 326 percent. The overtime expended in 88/89 is the equivalent to the annual total compensation of 0.35 clerks.

The overtime expended for communications functions also has risen over the last four fiscal years from about \$3,886 to about \$13,356, an increase of over 240 percent. The overtime expended in 88/89 is the equivalent to the annual total compensation of 0.30 communications dispatchers. During the later part of fiscal year 88/89 the Department had two communications dispatchers less than authorized. The amount of overtime expended for the communications functions for the last four fiscal years is presented in Exhibit II-S.

Current staffing of the investigation function includes one Sergeant and two Officers. The amount of overtime expended for the investigation function has declined over the last four fiscal years from about \$9,876 to about \$4,567.

EXHIBIT II-S--CITY OF BELMONT
OVERTIME EXPENDED - COMMUNICATIONS

The high amounts of overtime expended in fiscal years 85/86, 86/87 and in 88/89 are attributable to murder investigations conducted in those years. The overtime expended in 88/89 is the equivalent to the annual total compensation of 0.10 investigations officer. The amount of overtime expended for the investigation function for the last four fiscal years is presented in Exhibit II-T.

EXHIBIT II-T--CITY OF BELMONT
OVERTIME EXPENDED - INVESTIGATIONS

Over the last three fiscal years, the average number of cases assigned to the three officers in the Investigations Division was 323 per year. This gives an average monthly per investigation workload for the last three fiscal years of 8.96 cases. Since some of the cases are carried over from one month to the next, the actual case load of an investigator is somewhat higher than the overall monthly average, or about 14.83 cases per month. It should be noted that the Department assigns a large number of cases back to Patrol Officers for investigations. In 1988, 332 cases were assigned back to Patrol Officers, making a total case load of approximately 655 for the Department. Using this figure, the average monthly investigative case load would be approximately 18 per investigative officer.

▪ **Staffing**

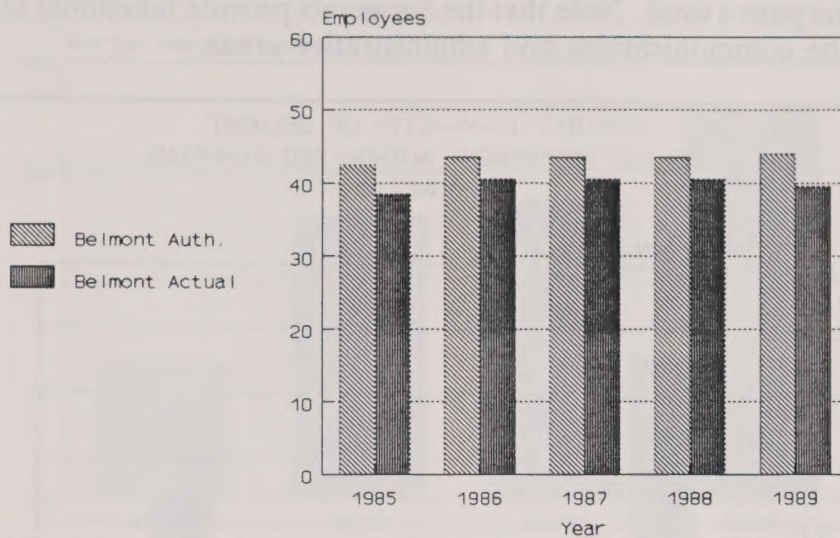
The authorized and actual staffing and deviation for sworn officers and civilians for the last five years is presented in Exhibit II-U. A comparison of authorized and actual staffing for the last five years is presented in Exhibit II-V. The authorized staffing level for sworn officers has remained at 32 for the last five years. The actual level of staffing for sworn officers has been within one person of authorization during that time. As of February 1, 1990, all of the budgeted sworn positions in the Belmont Police Department were filled. The authorized civilian staffing level has increased by one and a half positions over the last five years. The actual civilian staffing level was, in 1989, 2 persons below authorization and was 1.5 below authorization for the previous four years. The Departments 1.5 Crossing Guards are carried as unfilled positions on July 1 of each year because the Guards do not work during the summer vacation. Therefore, they are not included as vacant positions in exhibit II-U. Belmont was at authorized civilian staffing as of September 9, 1989 and since that time has remained at full strength.

EXHIBIT II-U--BELMONT POLICE DEPARTMENT STAFFING
(as of July 1)

	Total Auth.	Sworn			Civilian (FTE)*		
		Auth.	Actual	Dev.	Auth.	Actual	Dev.
1985	42.5	32	31	-1	10.5	9	-1.5
1986	43.5	32	32	0	11.5	10	-1.5
1987	43.5	32	32	0	11.5	10	-1.5
1988	43.5	32	32	0	11.5	10	-1.5
1989	44	32	31	-1	12	10	-2

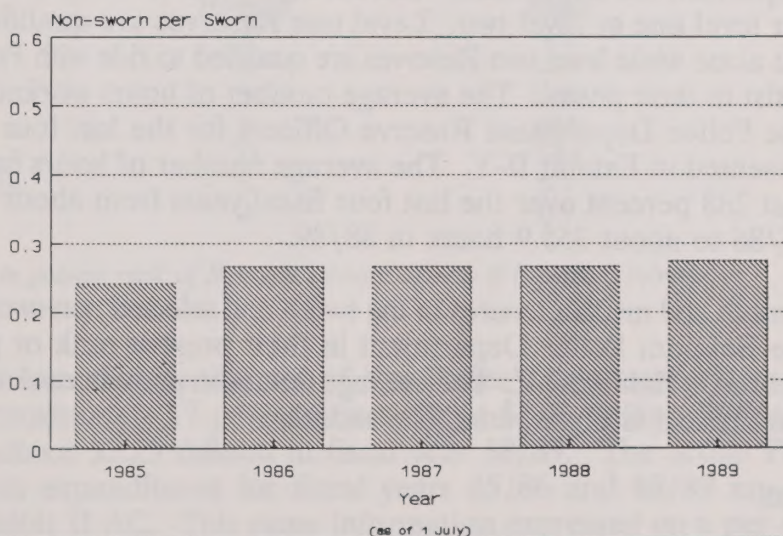
*Does not include crossing guards.

EXHIBIT II-V--CITY OF BELMONT
POLICE DEPARTMENT STAFFING
(AS OF 1 JULY)

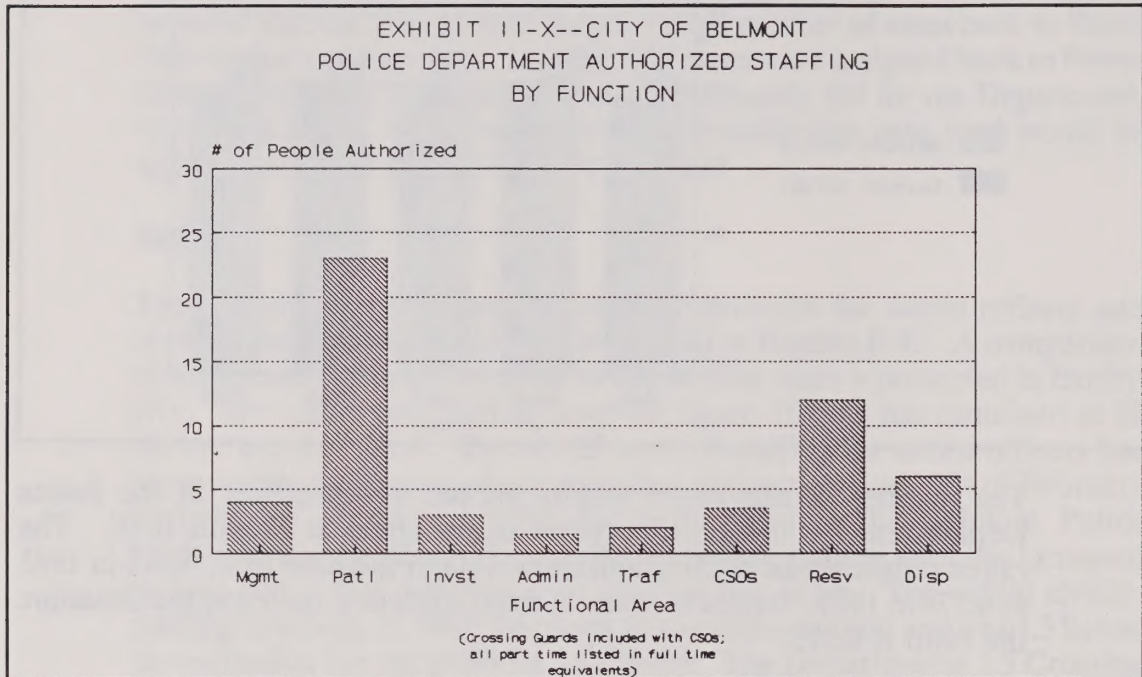


The number of non-sworn employees per sworn officer in the Police Department for the last five years is presented in Exhibit II-W. The ratios reflect actual staffing and show a slight increase from 0.242 in 1985 to 0.274 in 1989. Staffed to its authorized level, as is currently the situation, the ratio is 0.375.

EXHIBIT II-W--CITY OF BELMONT POLICE
DEPARTMENT NON-SWORN vs. SWORN
STAFFING COMPARISON



The authorized staffing of the Department by function is presented in Exhibit II-X. The Administrative Technician is included in the management total and three Sergeants assigned to the three watch sections are included in the patrol total. Note that the Sergeants provide functional supervision in the communications and administrative areas.



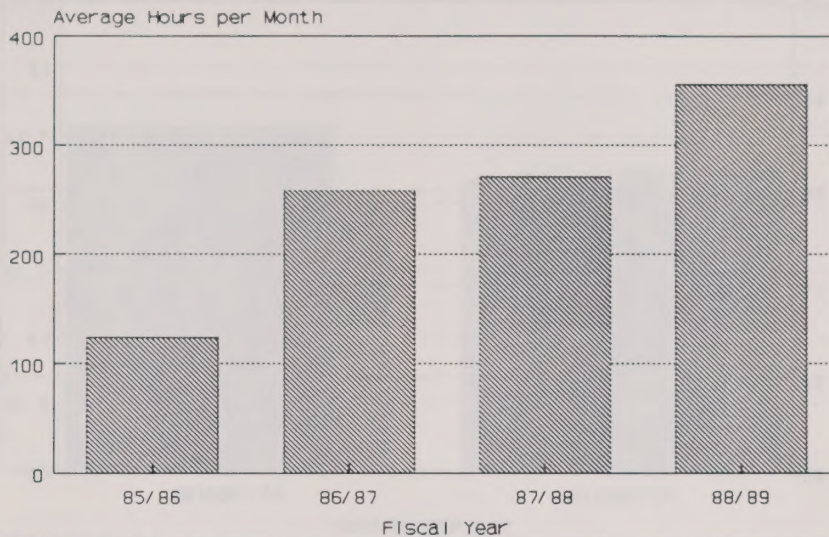
The Belmont Police Department has an active Reserve Police Officer program. Reserve Police Officers are concerned citizens who volunteer their time to supplement the Department when needed. Reserve Officers are designated either level one or level two. Level one Reserves are qualified to patrol a beat alone while level two Reserves are qualified to ride with Police Officers to assist in their patrol. The average number of hours worked per month by the Police Department Reserve Officers for the last four fiscal years is presented in Exhibit II-Y. The average number of hours has increased almost 288 percent over the last four fiscal years from about 123.7 hours in 85/86 to about 355.9 hours in 88/89.

The mean and median tenures of the sworn and selected non-sworn personnel in the Belmont Police Department in their present rank or position are presented in Exhibit II-Z. The average tenure in present rank of Belmont's sworn officers is eight years, five months.

▪ **Budget**

The City of Belmont's actual General Fund expenditures, (including the expenditures of the Belmont Fire Protection District) increased from about \$6.2 million in fiscal year 85/86 to about \$7.2 million in fiscal year 88/89,

EXHIBIT II-Y--CITY OF BELMONT
POLICE DEPARTMENT RESERVES TOTAL AVERAGE
HOURS WORKED PER MONTH



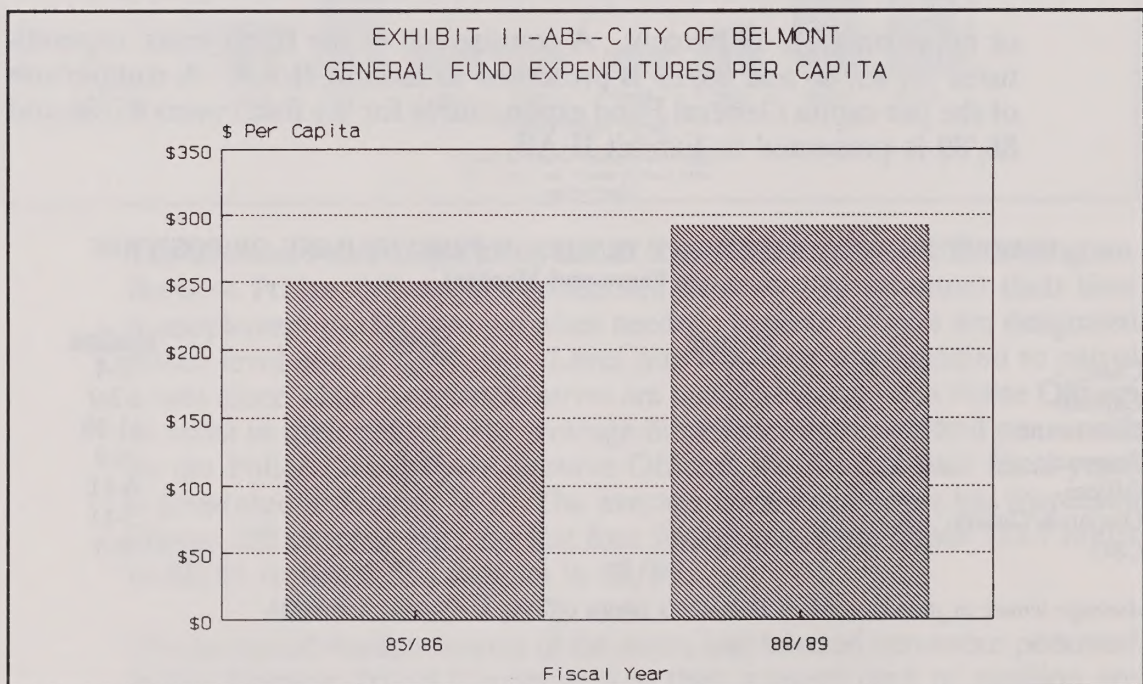
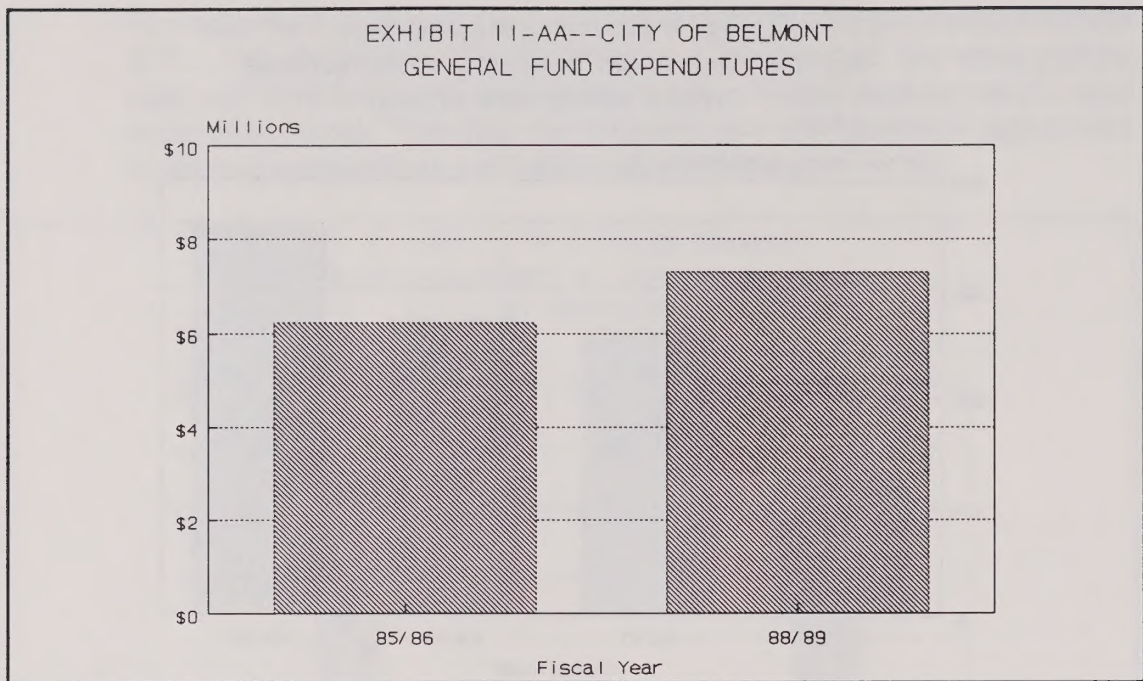
or approximately 18 percent. A comparison of the fiscal years' expenditures for 85/86 and 88/89 is presented in Exhibit II-AA. A comparison of the per capita General Fund expenditures for the fiscal years 85/86 and 88/89 is presented in Exhibit II-AB.

EXHIBIT II-Z--BELMONT STAFF TENURE IN PRESENT RANK OR POSITION
(in Years and Months)

	<u>Number</u>	<u>Mean</u>	<u>Median</u>
Chief	1	2-4	2-4
Captain	1	12-0	12-0
Lieutenant	1	11-10	11-10
Sergeant	5	10-8	6-9
Officer	23	7-11	6-11
Dispatch/Comm.	5	5-7	5-11
CSO	4	0-7	0-5

Average tenure in present rank of Belmont's sworn officers is 8 years, 5 months.

The actual expenditures of the Police Department have increased by approximately 17 percent from about \$1.91 million in fiscal year 85/86 to about \$2.25 million in fiscal year 88/89. The actual Police Department expenditures for fiscal years 85/86 and 88/89 are compared in Exhibit II-AC. This same information expressed on a per capita basis is presented in Exhibit II-AD.



The Police Department's expenditures expressed as a percentage of total General Fund expenditures is presented in Exhibit II-AE. The percentage declined from approximately 43.5 percent in fiscal year 85/86 to approximately 43.2 percent in 88/89.

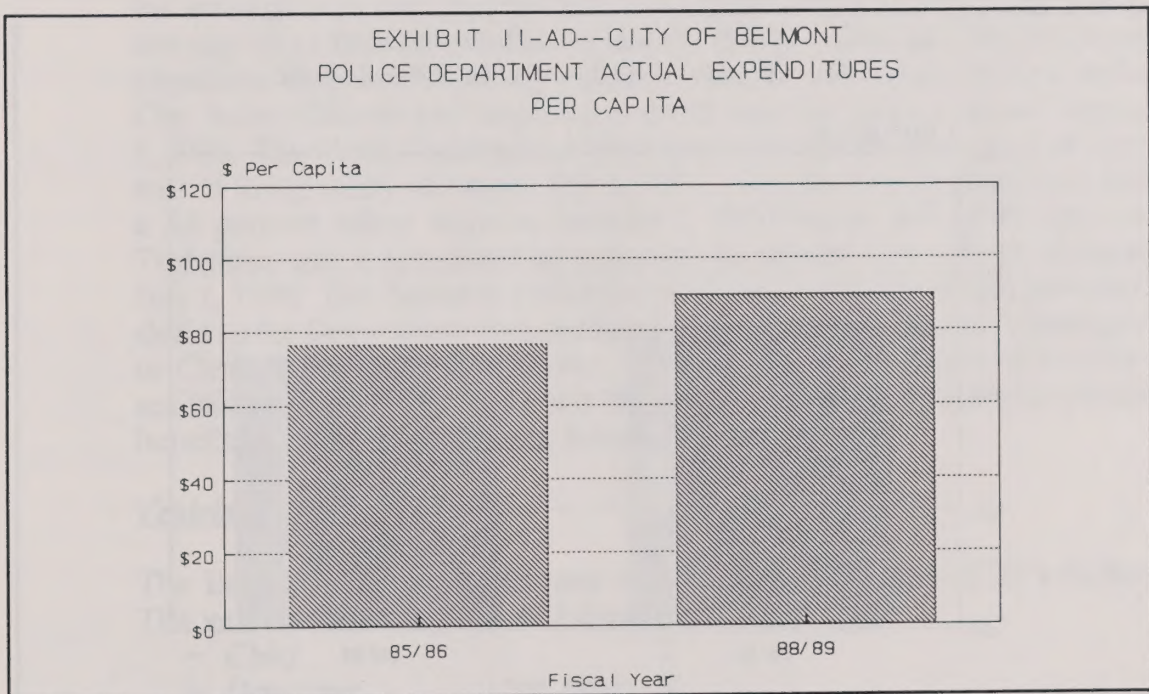
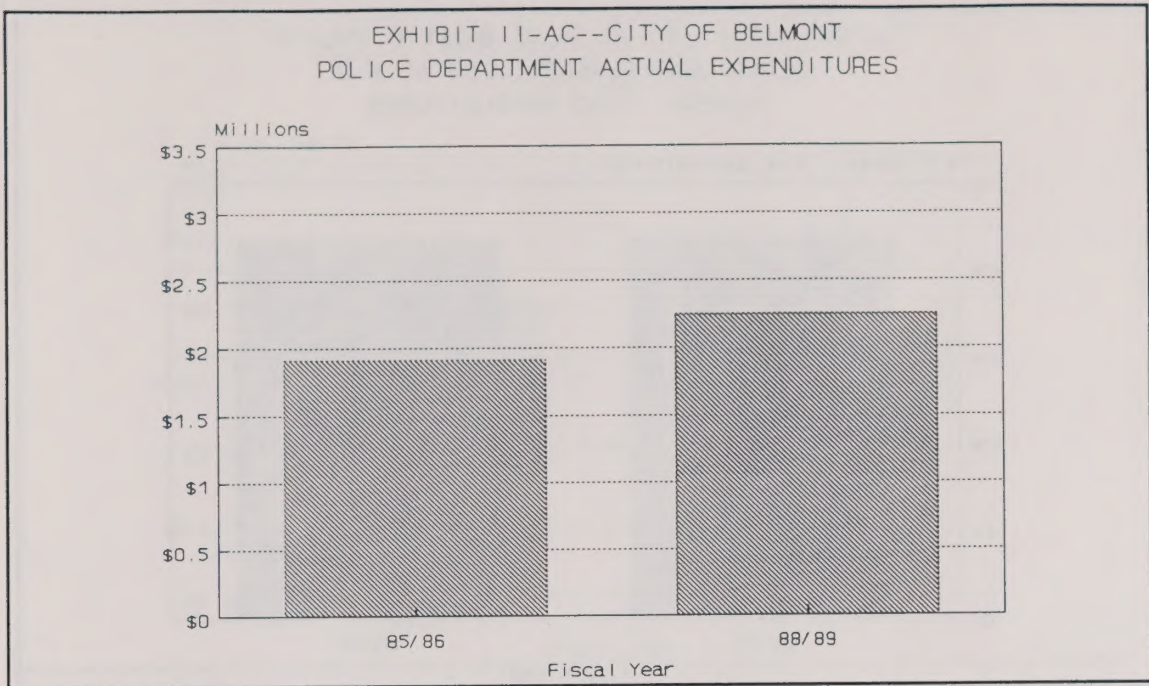


Exhibit II-AF compares the Police Department's capital expenditures for fiscal years 85/86 and 88/89. Exhibit II-AG presents this information on a per capita basis. The expenditures declined slightly between fiscal year 85/86 and 88/89.

EXHIBIT II-AE--CITY OF BELMONT POLICE
DEPARTMENT EXPENDITURES AS % OF
GENERAL FUND EXPENDITURES

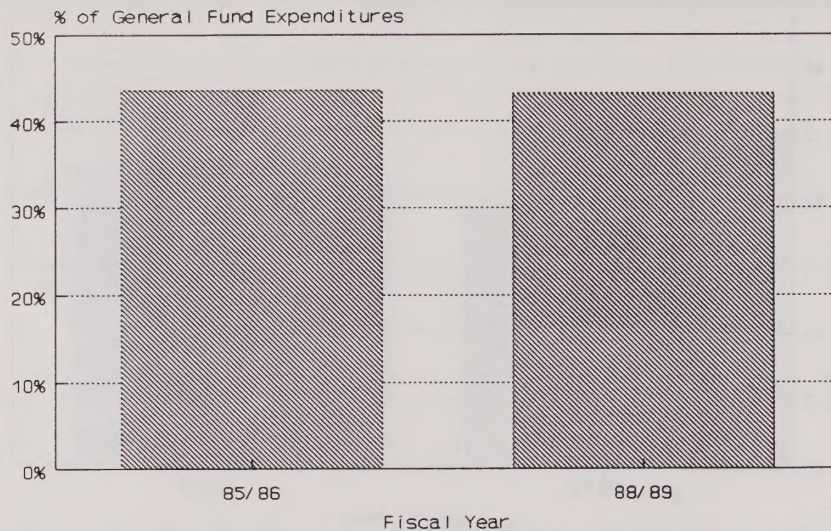
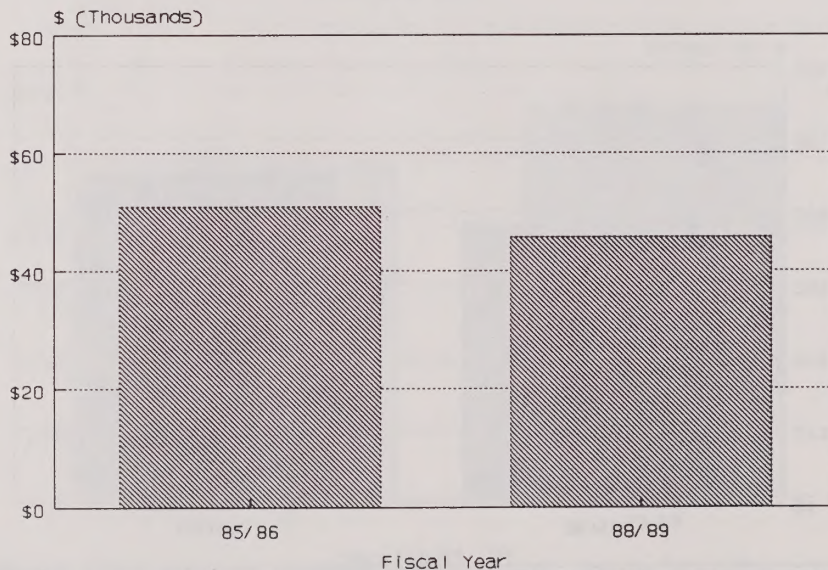


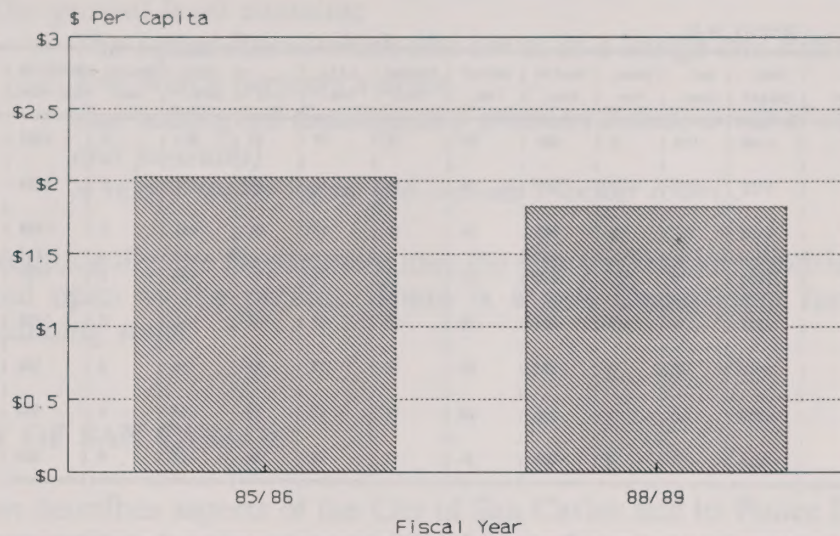
EXHIBIT II-AF--CITY OF BELMONT
POLICE DEPARTMENT CAPITAL EXPENDITURE



▪ **Compensation Levels**

The total compensation for the sworn and non-sworn employees of the Belmont Police Department is presented in Exhibit II-AH. The exhibit shows the maximum salary paid (top step of the salary range), a listing of all of the benefits paid, the benefits total, and the total compensation for each position in the Department. Benefits include deferred compensation

EXHIBIT II-AG--CITY OF BELMONT
POLICE DEPARTMENT CAPITAL EXPENDITURE
PER CAPITA



for management and confidential employees; average education incentive pay for sergeants and officers; health, dental, vision, and life insurance payments; long term disability payments; and P.E.R.S. contribution by the City. Sworn Officers and Sergeants received their last salary increase January 1, 1990. The Chief, Captain, and Lieutenant will receive three to six percent cost of living salary increases July 1, 1990. Non-sworn personnel received a 3.6 percent salary increase January 1, 1990 except the Administrative Technician who is scheduled for a three to six percent cost of living increase July 1, 1990. The Belmont Police Sergeants supervise the dispatchers and clerks so the Department does not have civilian Communications/Dispatcher or Clerical Supervisor employees. CSOs are regular, part-time employees working 20 hours a week at a maximum of \$9.95 per hour plus partial benefits. This position is not included in the exhibit.

• Vehicles

The Belmont Police Department maintains an inventory of 22 vehicles. The vehicles are assigned as follows:

- Chief 1
- Detectives 3
- Division Cdr/Records/
Training 1
- Patrol 10
- Traffic 4 (2 motorcycles, 2 off-road
MC)
- CSO 2 (1 parking control jeep, 1 sedan)
- Mobile Command-Post Van 1

EXHIBIT II-AH-BELMONT POLICE DEPARTMENT EMPLOYEES
TOTAL COMPENSATION ANALYSIS

(Monthly in \$)												
Rank/Position	MAX. SALARY	Def. Comp.	Educ. Pay	Health Ins.	Dental Ins.	Vision Ins.	Life Ins.	LTD	PERS Contr.	Social Sec.	BENEFITS SUB-TOTAL	TOTAL COMP.
Chief	6160	110	0	303	24	10	17	81	842	0	1387	7547
Captain	5176	110	0	303	24	10	17	68	707	0	1239	6415
Lieutenant	4658	105	0	303	24	10	17	61	636	0	1156	5814
Sergeant	3900	0	195	278	22	13	17	51	538	0	1114	5014
Officer	3397	0	170	278	22	13	17	44	464	0	1008	4405
Dispatcher	2664	57	0	278	22	13	13	35	166	0	584	3248
Clerk	2189	52	0	278	22	13	12	29	136	0	542	2731
Admin Tech	2846	95	0	303	24	13	15	38	177	0	665	3511

Patrol vehicles are replaced at the end of their service life which is typically 60,000 miles or three years, whichever occurs first.

▪ Equipment

Almost all of the equipment needed by Belmont Police Officers is provided by the City with the exception of uniforms. Officers receive a uniform allowance of \$480 per year. The standard issue weapon for the department is either a .357 revolver or a 9 mm semi-automatic pistol. However, Officers may carry any weapon approved by the Department.

▪ Facilities

The Police Department facilities are located in a wing of the Manor Building and encompass approximately 4,900 square feet of area. The Department's area is old and the rooms in it are small. The area is divided between two levels. The upper level contains:

- Small offices for management and the Investigations Section
- The Communications Center which is not isolated from other functions of the Department
- A small records storage area
- A small clerical area
- One small meeting/conference/storage room

- *A small public entry/reception area with a customer service window opening directly into the clerical area.*

The ground level contains:

- *The Squad Room which also serves as a lounge and Patrol work area*
- *The Watch Sergeant's office*
- *One holding cell (inadequate if prisoners include a mix of sexes or adults and juveniles)*
- *A men's locker room (no women's locker room).*

Additionally, the Department uses the City parking lot which is uncovered and open to the public. There is a new Department facility in the planning stage.

THE CITY OF SAN CARLOS

This section describes aspects of the City of San Carlos and its Police Department to give an operational perspective and background.

City Organization

San Carlos is governed by a Mayor and City Council and employs a City Manager to oversee daily operations. The City Manager is appointed by the City Council and serves at its pleasure. The City Manager appoints the Chief of Police and other city department heads. Exhibit II-AI is an organizational diagram showing the direct reporting relationship between the City of San Carlos Police Department and the City Manager. The diagram does not show the City Clerk and City Treasurer, which are elected positions, and the City Attorney who is appointed by the City Council.

The Police Department shares resources within the city structure with other City departments. A listing of shared resources is presented in Exhibit II-AJ. Fleet maintenance is provided by the Department with all costs billed to the Police Department. There are no data processing services provided by the City except in budgeting. The Finance Department provides purchasing services and the City provides interior and exterior maintenance for the Police Department's portion of the City's building. The City provides all personnel services except for background investigations, which are handled by contract.

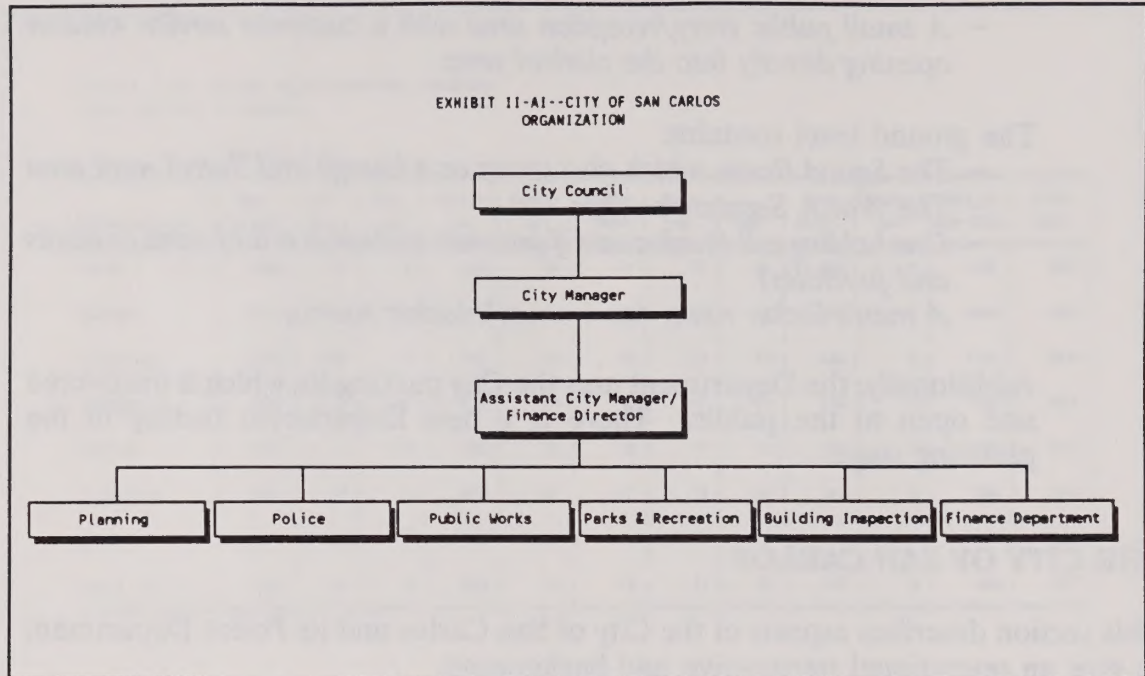


EXHIBIT II-AJ--SAN CARLOS MAJOR SHARED RESOURCES

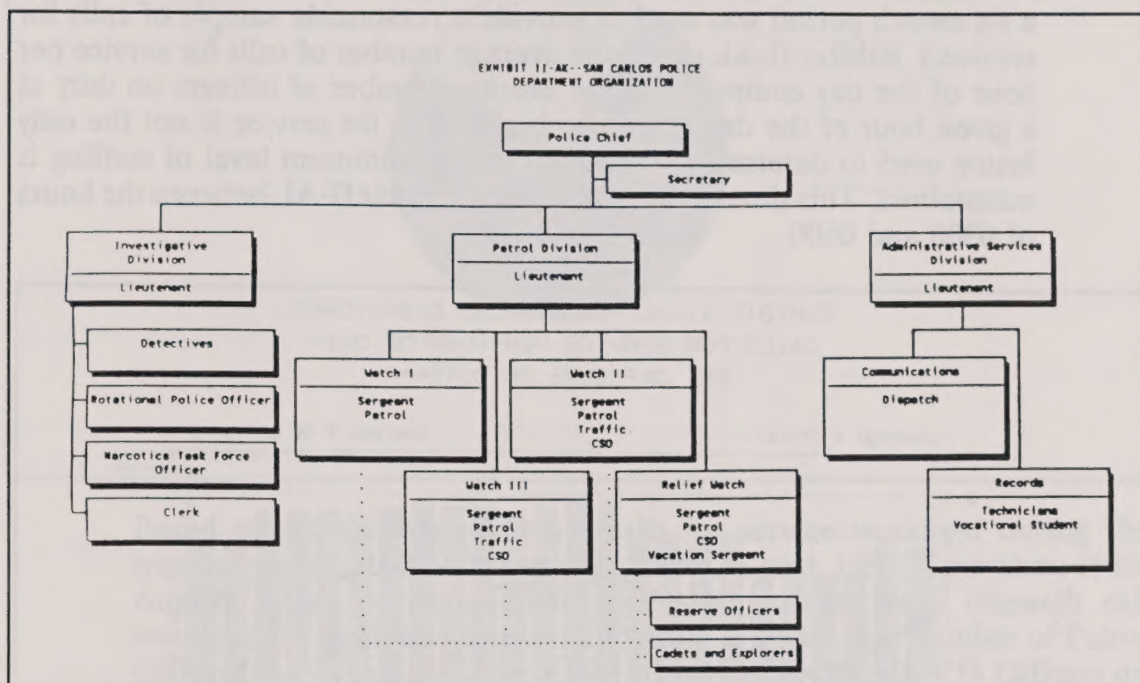
<u>ITEM</u>	<u>SOURCE</u>
Fleet maintenance	City
Data processing: Budget Records, statistics	City Police Department (minor capability in Com- munications)
Purchasing	City Finance
Personnel: Personnel functions Background investigations	City Contract
Building maintenance: Interior Exterior	City City

Police Department Organization

This sub-section provides perspective and background on the structure and service level of the San Carlos Police Department.

• Organization Structure

The City of San Carlos Police Department is organized into three divisions, Patrol, Administrative Services, and Investigative, all reporting to the Police Chief. Each division is commanded by a Lieutenant. The Patrol Division provides patrol and traffic enforcement services, the Administrative Services Division provides communications, records, and administrative services, and the Investigative Division provides detective services and includes an officer assigned to the County Narcotics Task Force. This organization structure is presented in chart form in Exhibit II-AK.



The San Carlos Department has provided for the replacement of a Watch on its days off with a Relief Watch. The Relief Watch replaces Watch I (graveyard) Monday and Tuesday, Watch III (swing) Wednesday and Thursday, and Watch II (day) Friday. If staffing drops below a minimum level overtime is used to increase staffing to ensure the minimum staffing needed to continue operations.

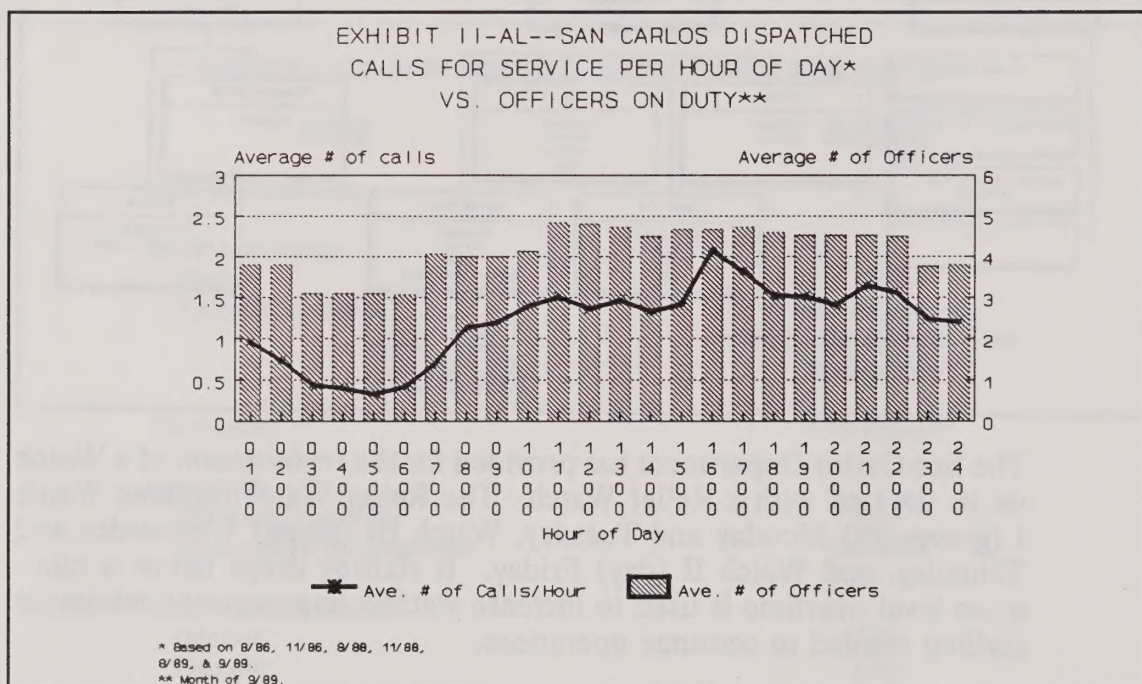
Patrol Division

The Patrol Division has three Patrol Watches and the Relief Watch, each supervised by a Sergeant. The Relief Watch also has a Sergeant assigned as vacation relief.

One measure of the ability of a department to provide service is the average number of Patrol Officers who are on duty at any hour of the day. Based on an analysis of actual attendance logs during the month of September,

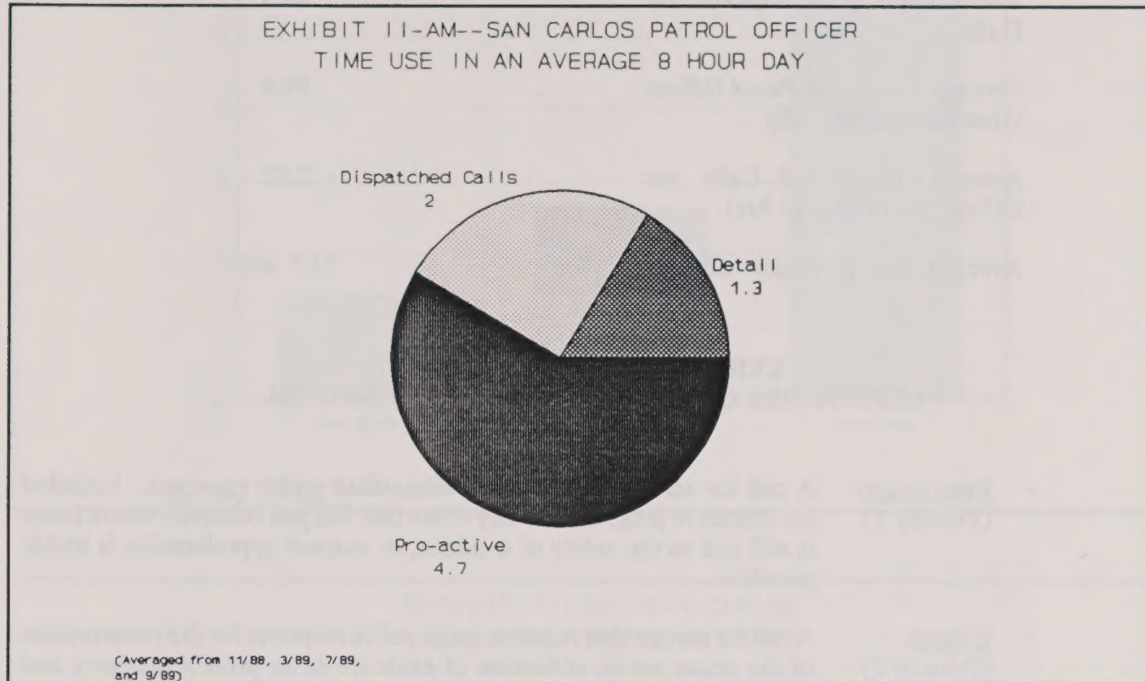
1989, the average number of officers on duty for a given hour of the day in San Carlos varies between 3.07 at 0300 (3:00 am) and 4.73 at 1700 (5:00 pm).

A measure of the demand for police service is the average number of calls for service received at any hour of the day. Based on an analysis of actual calls for service during the months of August, 1986; November, 1986; August, 1988; November, 1988; August, 1989; and September, 1989; the average number of calls for service per hour of the day in San Carlos varies between 0.333 at 0500 (5:00 am) and 2.077 at 1600 (4:00 pm). (Note that since automated records were not available, manual reduction of data for a six month period was used to provide a reasonable sample of calls for service.) Exhibit II-AL shows the average number of calls for service per hour of the day compared to the average number of officers on duty at a given hour of the day. The number of calls for service is not the only factor used to determine staffing levels. A minimum level of staffing is maintained. This situation can be seen on Exhibit II-AL between the hours of 0300 and 0600.



Based on an analysis of actual workload during the months of November, 1988; March, 1989; July, 1989; and September, 1989; San Carlos Patrol Officers spend an eight hour work day as follows: 1.3 hours on detail (training, preparation, break); 2 hours on dispatched calls for service which would, if appropriate, include the time required of an arrest and booking; and 4.7 hours in pro-active patrol ("on view" person or traffic stops and includes the time required of an arrest and booking, crime prevention work, talking with citizens, and other activities). Since automated records were

not available, manual reduction of logs for the four months was used to provide a reasonable sample of officer workload. A San Carlos Patrol Officer's use of an average eight hour work day is shown in Exhibit II-AM. The ratio of pro-active to dispatched and detailed time is 1.42 to 1.



Based on an analysis of actual calls for service workload during the months of August, 1986; November, 1986; August, 1988; November, 1988; August, 1989; and September, 1989; the average daily dispatch call workload for the Department is 28.9 calls. The average number of Patrol Officer hours available daily is 99.4 (this is an average of 4.14 Officers on duty each hour of a 24 hour day) and the average number of dispatched calls per Patrol Officer work day is 2.32. This gives an average of 51.7 minutes spent per dispatched call. The San Carlos average daily dispatch call work load is presented in Exhibit II-AN.

Calls for service are assigned priorities dependent upon the nature of the call. The definitions of the call for service priorities are presented in Exhibit II-AO. In the San Carlos Police Department, a Priority 1 is emergency, Priority 2 is urgent, and Priority 3 is routine. The Departmental goals are to respond to Priority 1 calls within three minutes, to Priority 2 calls within fifteen minutes, and to Priority 3 calls within 45 minutes. The actual average response times for the Department to the various priority calls is presented in Exhibit II-AP.

**EXHIBIT II-AN
SAN CARLOS
AVERAGE DAILY DISPATCH CALL WORKLOAD**

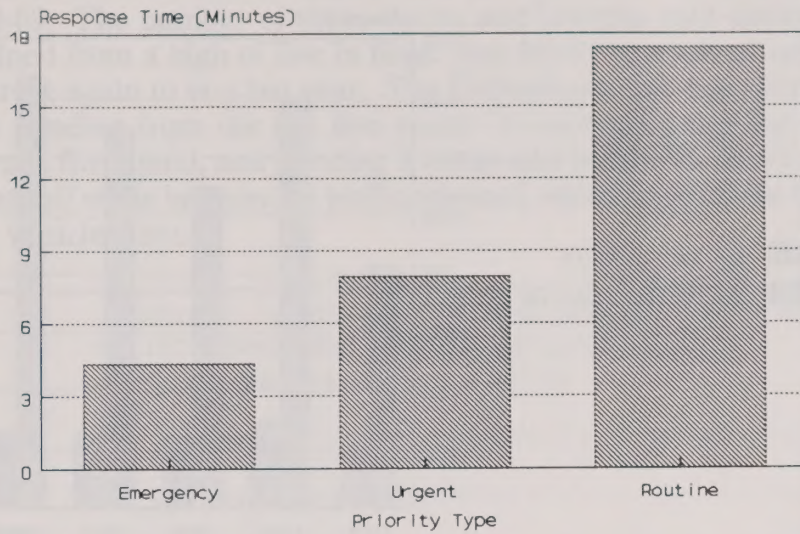
Average Number of Dispatch Calls Daily	28.9
Average Number of Patrol Officer Hours Available Daily	99.4
Average Dispatched Calls per Officer Work Day (8 hrs)	2.32
Average time spent per call	51.7 min

**EXHIBIT II-AO--SAN CARLOS
DEFINITIONS OF CALL FOR SERVICE PRIORITIES**

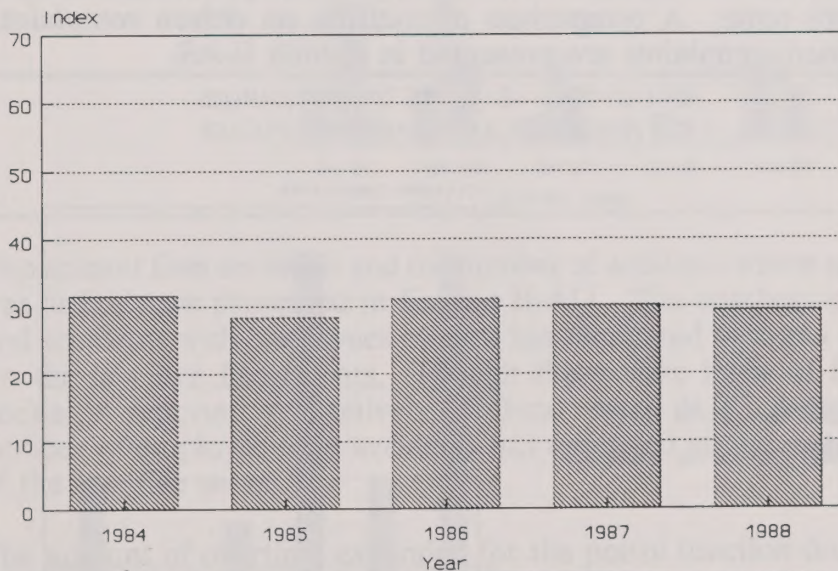
- **Emergency:** (Priority 1) A call for service that requires immediate police response. Included are crimes in progress and any crime that has just occurred where there is still risk to the safety of a citizen, or suspect apprehension is highly possible.
- **Urgent:** (Priority 2) A call for service that requires quick police response for the preservation of the crime scene, collection of evidence or to protect property and ensure continued citizen safety.
- **Routine:** (Priority 3) Calls where just a report or information will be taken by the officer.

The following information gives perspective and background on aspects of service, service levels, and performance of the San Carlos Police Department Patrol Division.

The Traffic Enforcement Index is a measure of the effectiveness of traffic enforcement efforts. It is calculated by dividing the number of penalty hazardous citations by the sum of the fatal and injury accidents for a given time period, usually a year. A penalty hazardous citation is a hazardous citation which results in a court penalty, usually a fine. The accepted goal by local traffic enforcement agencies is to write 20 penalty hazardous citations per fatal or injury accident. The City does not receive statistics from the court system giving the percentage of hazardous citations which result in penalties, but it is assumed that the percentage is very high in San Carlos, 90 to 95 percent. Since the Index is high, and accurate penalty percentages are not available, 100 percent penalty on hazardous citations was used for calculating the Index. Exhibit II-AQ presents the Traffic Enforcement Index for the years 1984 through 1988. The Index ranges from 28.4 to 31.7 with the 1988 Index at 29.4, all well above the standard of 20.

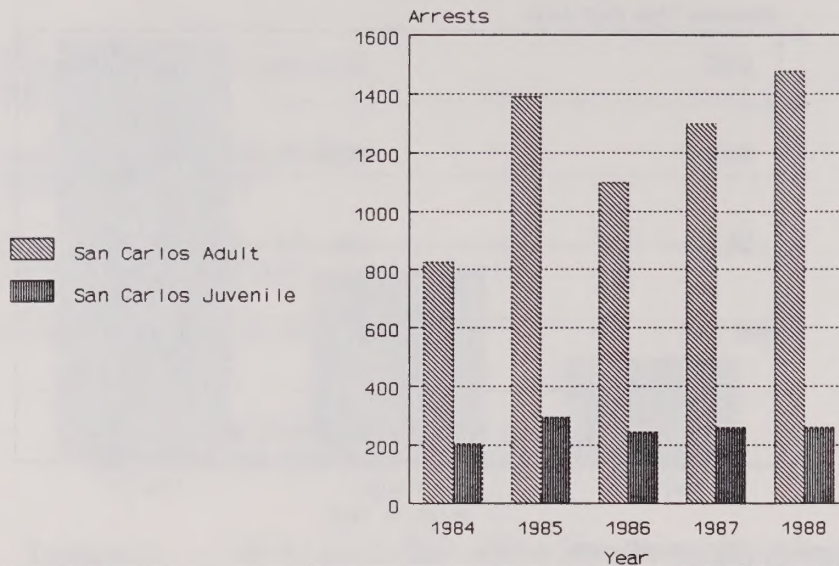
EXHIBIT II-AP--CITY OF SAN CARLOS
RESPONSE TIME BY CALL PRIORITY TYPE

(Average for 8/86, 11/86, 8/87, 11/87,
8/88, 11/88, and 8/89.)

EXHIBIT II-AQ--SAN CARLOS
TRAFFIC ENFORCEMENT INDEX

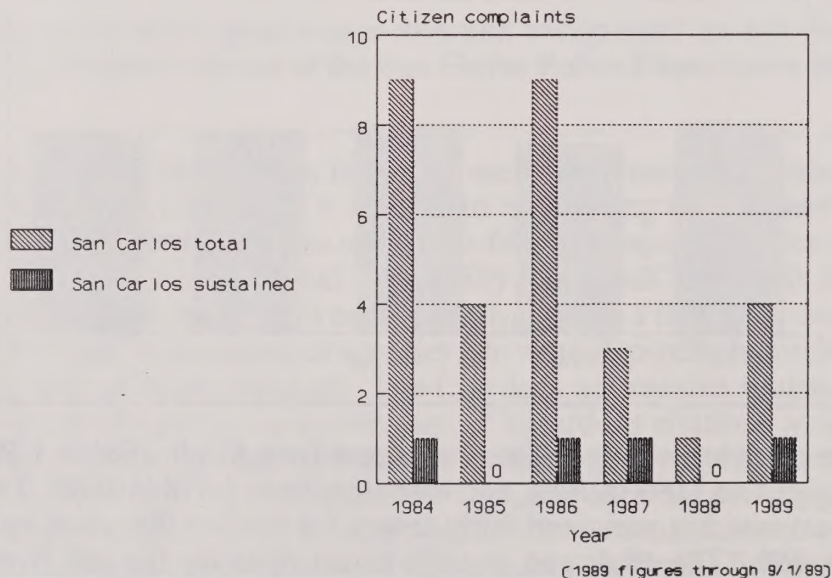
The adult arrest rate in San Carlos rose from 824 in 1984 to 1,392 in 1985, declined to 1,099 in 1986, and rose steadily to 1,478 in 1988. The juvenile arrest rate has remained fairly steady for the last five years between 204 and 259. The adult and juvenile arrest rates for the last five years are presented in Exhibit II-AR.

EXHIBIT II-AR--CITY OF SAN CARLOS
ARRESTS



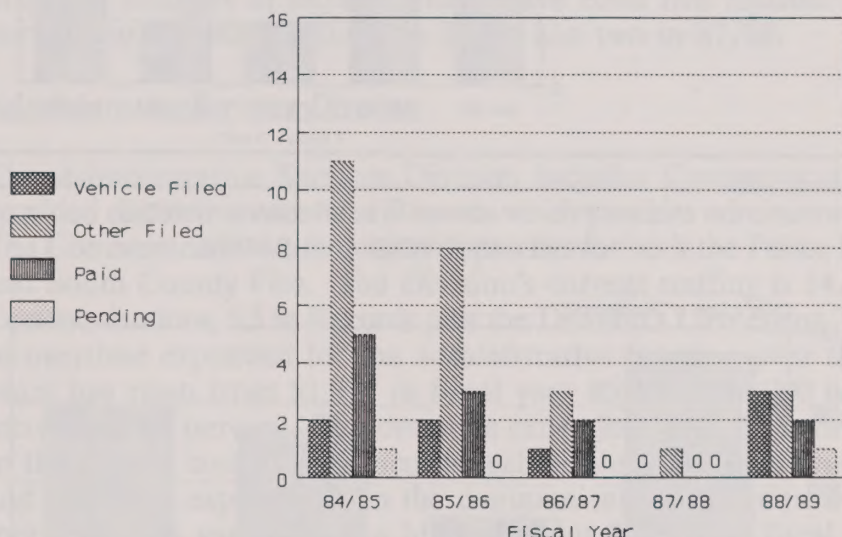
The number of citizen complaints against Police Officers in San Carlos has fluctuated over the last six years from a high of nine in 1984 and 1986 to a low of one in 1988. The number of sustained complaints, those found to have merit, was one every year except 1985 and 1988 when there were none. A comparison of statistics on citizen complaints and sustained complaints are presented in Exhibit II-AS.

EXHIBIT II-AS--CITY OF SAN CARLOS
CITIZEN COMPLAINTS AGAINST POLICE



The number of claims and lawsuits filed for alleged Police Department actions in the last five years decreased from a high of eleven in fiscal year 84/85 to a low of one in fiscal year 87/88 and then increased to three in 1988-89. The number of these claims and lawsuits paid during that time declined from a high of five in fiscal year 84/85 to a low of zero in 87/88 and rose again to two last year. The Department has two claims and lawsuits pending from the last five years. A comparison of the claims and lawsuits filed, paid, and pending is presented in Exhibit II-AT. Note that about half of the lawsuits are traffic oriented, which is typical for the operator of a vehicle fleet.

EXHIBIT II-AT--CITY OF SAN CARLOS
POLICE DEPARTMENT CLAIMS AND LAWSUITS
FILED, PAID, AND PENDING



Department fleet accidents and the number of accidents where an employee was at fault are presented in Exhibit II-AU. The numbers of accidents and accidents with employees at fault has fluctuated between one and six for the last five fiscal years. Though there were highs of five and six accidents reported respectively in fiscal years 84/85 and 87/88, the number of employee fault accidents has remained at one or two for each of the last five years.

The amount of overtime expended for the patrol function dropped from a high of about \$113,625 in fiscal year 85/86 to a low of about \$71,427 in 86/87. Overtime expenditures have risen over the last two years to about \$99,000. The overtime expended in 88/89 is the equivalent to the annual total compensation of 2 Patrol Officers. The amount of overtime expended for the patrol function for the last four fiscal years is presented in Exhibit II-AV.

EXHIBIT II-AU--CITY OF SAN CARLOS POLICE
DEPARTMENT FLEET ACCIDENTS AND
EMPLOYEE FAULT

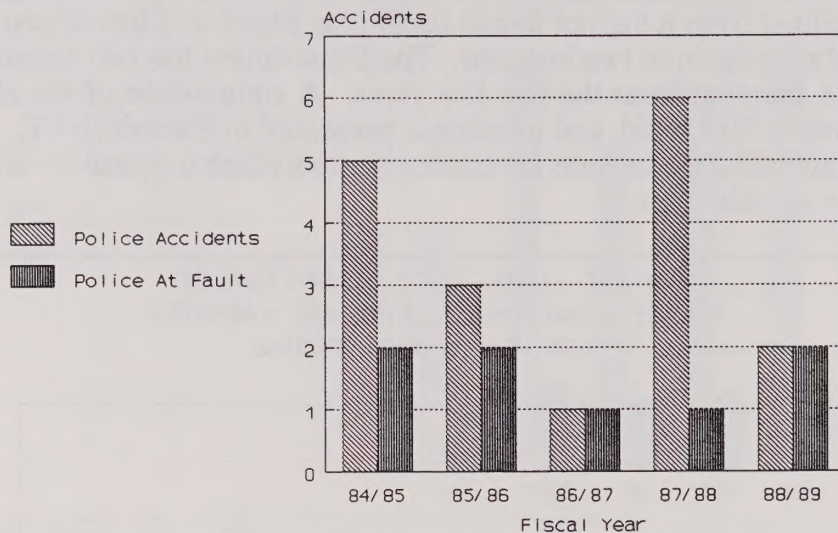
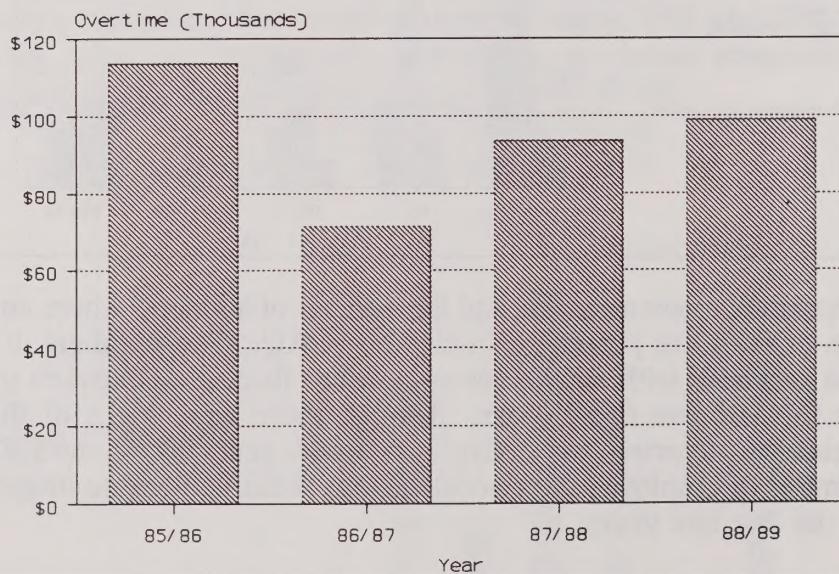


EXHIBIT II-AV--CITY OF SAN CARLOS
OVERTIME EXPENDED - PATROL



The San Carlos Police Department has a very service oriented philosophy. It provides an array of services and programs including:

- K-9
- Explorers
- Vacation check/ride-by
- DARE
- Community Watch

- *Earthquake Preparedness (with South County Fire)*
- *Community events supervision*
- *Holiday foot patrol*
- *Bicycle safety.*

Over the last two fiscal years, 87/88 and 88/89, the number of hours of lost time occupational injuries (disability leave and light duty) within the Department were:

- 87/88: 2,616
- 88/89: 3,752.

Disability retirements (occurring in December 1988 and September 1989) accounted for 1,264 and 2,904 lost hours in fiscal years 87/88 and 88/89 respectively. Discounting this lost time, the lost time totals were 1,352 in 87/88 and 824 in 88/89. There have been five injuries resulting in permanent disabilities, three in 86/87 and two in 87/88.

Administrative Services Division

The Administrative Services Division includes Communications, which provided dispatch services and Records which provides administrative services. The Communications subdivision dispatches for both the Police Department and South County Fire. The Division's current staffing is 14.5, with 8 in Communications, 5.5 in Records plus the Division's Lieutenant. The amount of overtime expended for the administrative function over the last four years has risen from \$1,975 in fiscal year 85/86 to \$3,200 in 88/89, an increase of 62 percent. The overtime expended in 88/89 is the equivalent to the annual cost of 0.10 records technicians. The combined overtime and per diem expenditure in the communications function over the last four years has varied from a high of about \$65,412 in fiscal year 86/87 to a low of about \$41,527 in 88/89. The overtime and per diem expended in 88/89 is the equivalent to the annual total cost of 1.08 dispatchers. The amount of overtime and per diem expended for the communications functions for the last four fiscal years is presented in Exhibit II-AW.

Investigative Division

The Investigative Division provides for the investigation of crimes against people, crimes against property, and juvenile crimes. The Division is currently staffed with a Lieutenant, three Detectives, two part-time Clerks (one full-time equivalent), and one officer assigned to the County Narcotics Task Force. In addition to these positions, the Department has a policy of rotating a patrol division officer into the investigative division for training purposes. During 1989 and to date this year this rotational position has not been filled. The amount of overtime expended for the Division has been small over the last four fiscal years ranging from about \$1,420 in 85/86 to almost \$1,870 in 87/88. The 88/89 overtime expenditure of about \$1,791

EXHIBIT II-AW--CITY OF SAN CARLOS
OVERTIME EXPENDED COMMUNICATIONS
(Includes Per Diem)

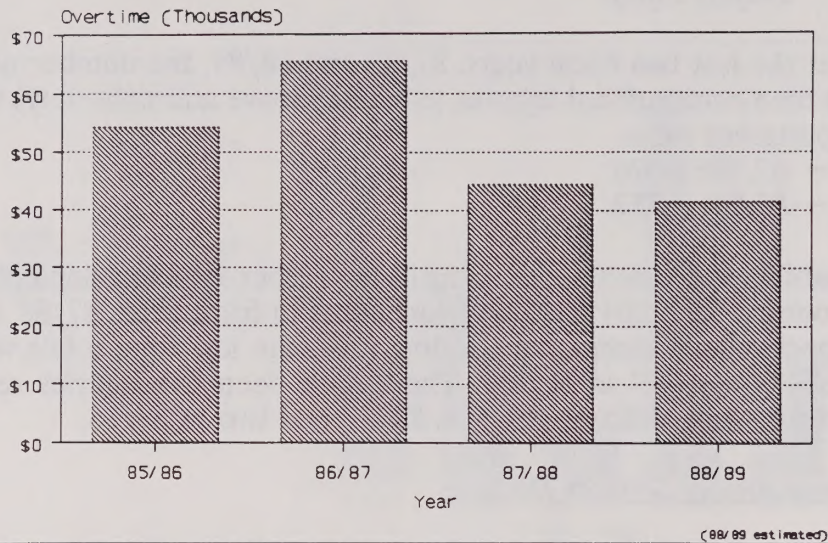
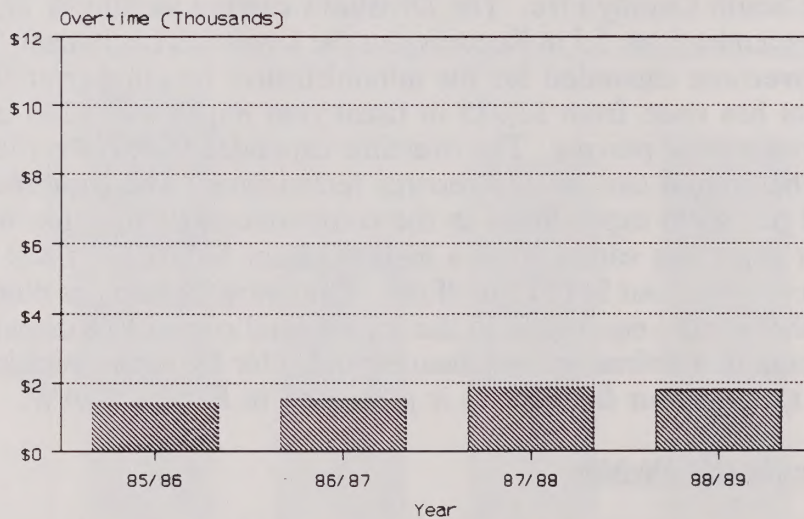


EXHIBIT II-AX--CITY OF SAN CARLOS
OVERTIME EXPENDED - INVESTIGATIONS



(Overtime for the Officer assigned to
County Narcotics Task Force
not included)

is equivalent to the total annual compensation of 0.04 investigations officer. The amount of overtime expended for the investigative function for the last four fiscal years is presented in Exhibit II-AX.

For the months of January, February, and March, 1988; and January and March, 1989; the average number of cases assigned to the Division's three Detectives has been 703 cases per year. The average monthly investigative

workload per investigator is 19.5 cases. Since some of the cases are carried over from one month to the next, the actual case load of an investigator is approximately 25.0 cases per month.

• **Staffing**

The authorized and actual staffing and deviation for sworn officers and civilians for the last five years is presented in Exhibit II-AY. A comparison of authorized and actual staffing for the last five years is presented in Exhibit II-AZ. The authorized staffing level for sworn officers was increased from 36 to 37 positions in 1988. This reflects a new policy authorizing the Police Chief to overhire one officer to compensate for the two pending disability retirements and the training delay between hiring an officer and the officer's beneficial start date. The actual sworn officer staffing level was equal to authorization in one of the past five years, one below strength three years and two below strength one year. As of February 1, 1990, the San Carlos Department was at authorized sworn officer strength. Civilian staffing authorized level has increased by one position over the last five years. The actual civilian staffing level is now at authorization level but has been one or two below authorization for the past four years.

EXHIBIT II-AY--SAN CARLOS POLICE DEPARTMENT STAFFING
(as of July 1)

	Total <u>Auth.</u>	<u>Sworn</u>			<u>Civilian (FTE)</u>		
		<u>Auth.</u>	<u>Actual</u>	<u>Dev.</u>	<u>Auth.</u>	<u>Actual</u>	<u>Dev.</u>
1985	54.2	36	36	0	18.2	17.2	-1
1986	54.2	36	35	-1	18.2	16.2	-2
1987	54.2	36	35	-1	18.2	17.2	-1
1988	56.2	37	35	-2	19.2	18.2	-1
1989	56.2	37	36	-1	19.2	19.2	0

The number of non-sworn employees per sworn officer in the Police Department for the last five years is presented in Exhibit II-BA. The ratios reflect actual staffing and show a slight decrease from 0.478 in 1985 to 0.463 in 1986 and a slight increase to 0.533 in 1989.

The authorized staffing of the Department by function is presented in Exhibit II-BB. Five Sergeants assigned to the four watch sections and vacation relief are included in the patrol total. The investigations function includes the County Narcotics Task Force Officer. The Crossing Guards are included in the CSO total. All part time personnel are listed in full time equivalents.

The San Carlos Police Department has a Reserve Officer program. Reserve Police Officers are concerned citizens who voluntarily supplement the Department when needed. Reserve Officers are designated either level one or level two. Level one officers are qualified to patrol a beat alone

EXHIBIT II-AZ--CITY OF SAN CARLOS
POLICE DEPARTMENT STAFFING
(AS OF 1 JULY)

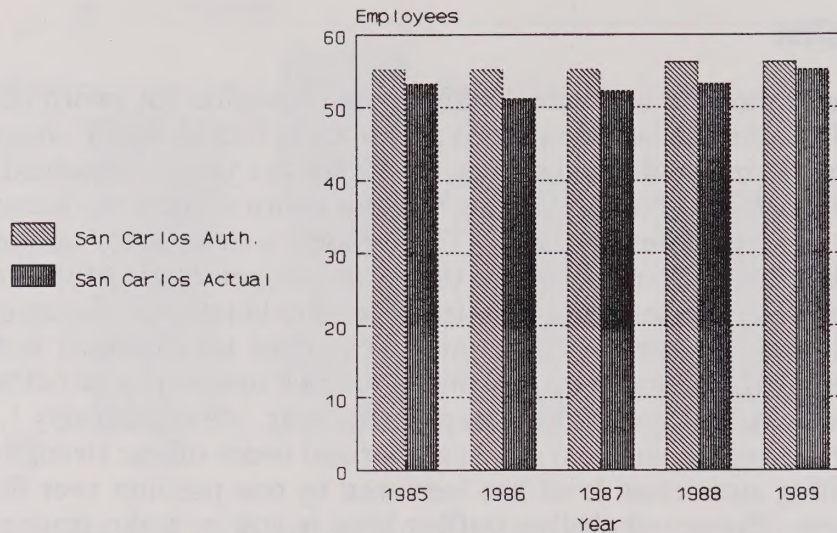
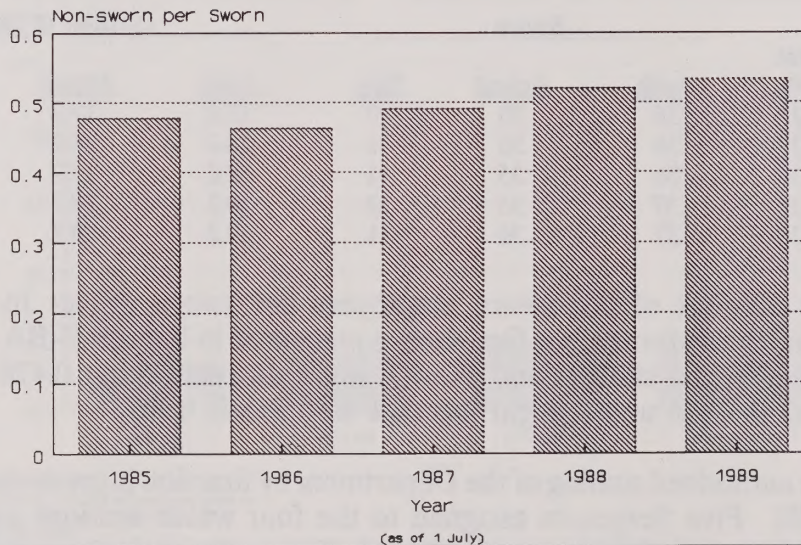


EXHIBIT II-BA--CITY OF SAN CARLOS POLICE
DEPARTMENT NON-SWORN vs. SWORN
STAFFING COMPARISON



while level two Reserve Officers are qualified to ride with Patrol Officers to assist in their patrol. The average number of hours worked per month by all of the Police Department Reserve Officers for the last four fiscal years is presented in Exhibit II-BC. The average number of hours per month decreased from about 114.2 in 85/86 and 114.1 in 86/87 to about 82.6 in 87/88. The average number of hours worked increased to about 87.8 in 88/89.

EXHIBIT II-BB--CITY OF SAN CARLOS
POLICE DEPARTMENT AUTHORIZED STAFFING
BY FUNCTION

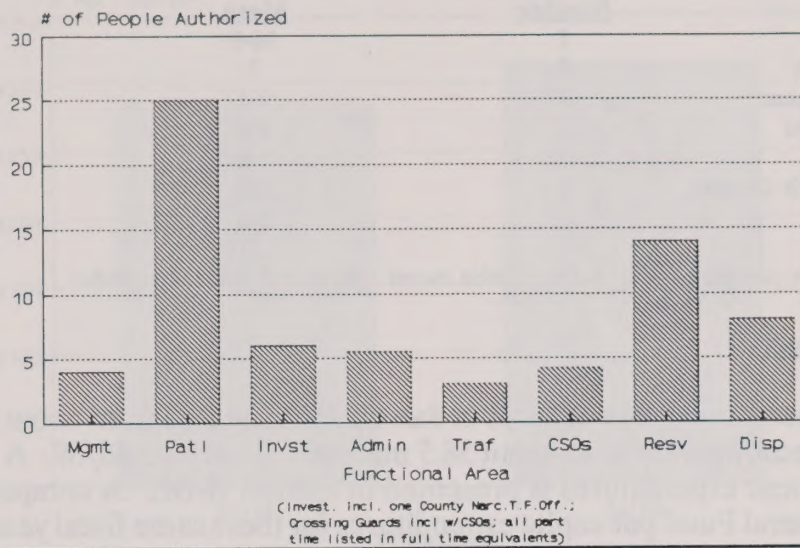
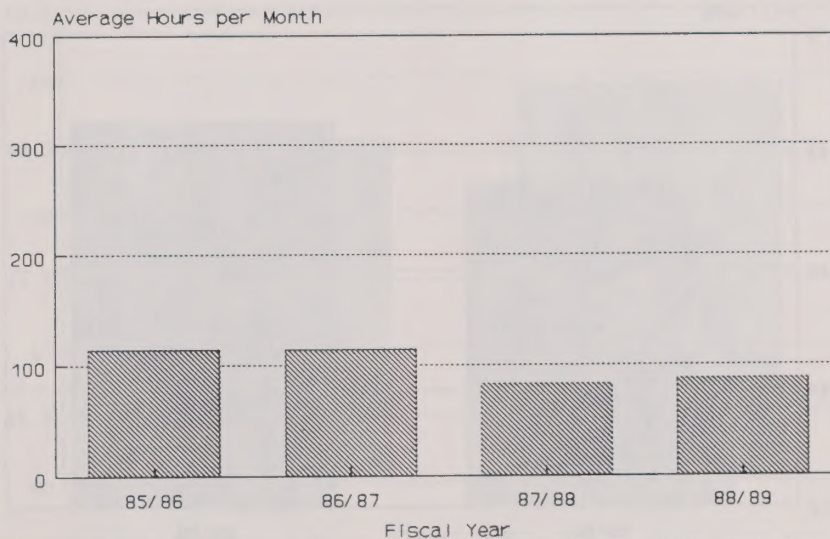


EXHIBIT II-BC--CITY OF SAN CARLOS
POLICE DEPARTMENT RESERVES AVERAGE HOURS
WORKED PER MONTH



The mean and median tenures in present rank or position of the sworn and selected non-sworn personnel are presented in Exhibit II-BD. The average tenure in present rank of a San Carlos sworn officer is seven years four months.

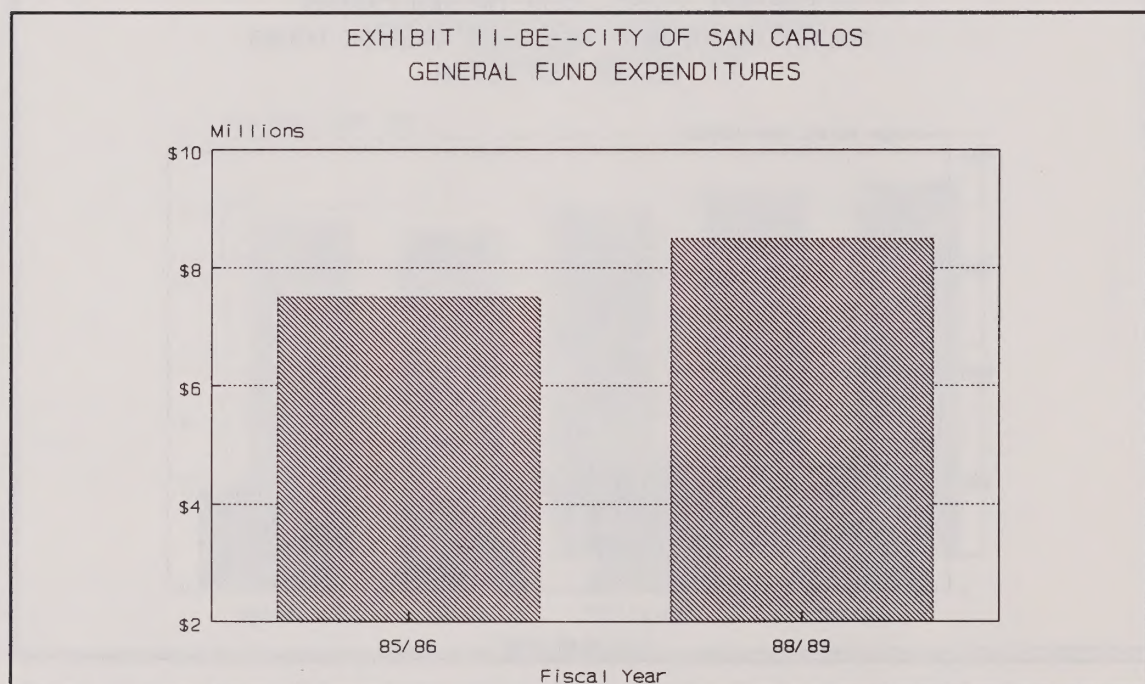
**EXHIBIT II-BD--SAN CARLOS STAFF TENURE
IN PRESENT RANK OR POSITION
(in Years and Months)**

	<u>Number</u>	<u>Mean</u>	<u>Median</u>
Chief	1	16-9	16-9
Captain	0	0	0
Lieutenant	3	9-1	7-9
Sergeant	5	4-6	5-0
Officer	26	7-4	6-2
Dispatch Comm.	8	2-2	1-11
CSO	12	2-6	3-2

Average tenure in present rank of a San Carlos sworn officer is 7 years, 4 months.

▪ **Budget**

General Fund expenditures in San Carlos increased from about \$7.5 million in fiscal year 85/86 to about \$8.5 million in fiscal year 88/89. A comparison of these expenditures is presented in Exhibit II-BE. A comparison of the General Fund per capita expenditures for these same fiscal years is presented in Exhibit II-BF.



The actual expenditures of the Police Department have increased from about \$2.54 million in fiscal year 85/86 to about \$2.93 million, or 15.4 percent, in fiscal year 88/89. The actual expenditures are compared in Exhibit II-BG. This same information expressed on a per capita basis is presented in Exhibit II-BH.

EXHIBIT II-BF--CITY OF SAN CARLOS
GENERAL FUND EXPENDITURES PER CAPITA

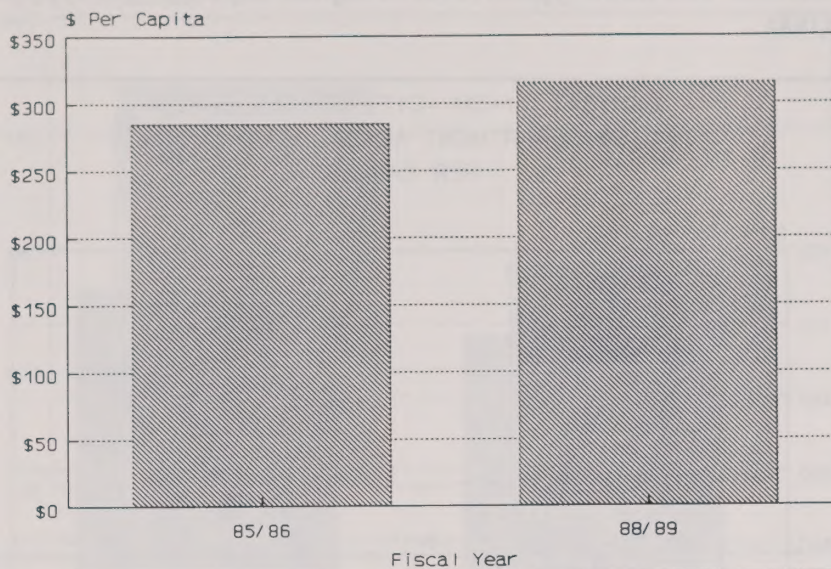
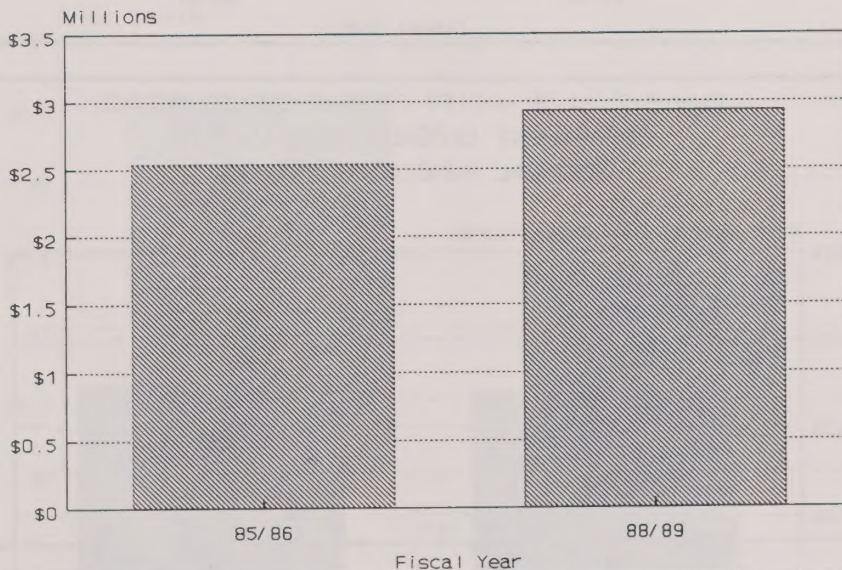


EXHIBIT II-BG--CITY OF SAN CARLOS
POLICE DEPARTMENT ACTUAL EXPENDITURES



The Police Department's expenditures expressed as a percentage of General Fund expenditures is presented in Exhibit II-BI. The percentage increased from 33.8 to 34.5 percent over the four fiscal years 85/86 through 88/89.

Exhibit II-BJ compares the Police Department's capital expenditures for fiscal years 85/86 and 88/89. Exhibit II-BK presents this information on a per capita basis. The expenditures decreased over the period, from

approximately \$68,003 in fiscal year 85/86 to approximately \$37,835 in fiscal year 88/89. Fewer vehicle replacements in 88/89 resulted in this reduction. The more typical level of capital expenditures is approximately \$60,000.

EXHIBIT II-BH--CITY OF SAN CARLOS
POLICE DEPARTMENT ACTUAL EXPENDITURES
PER CAPITA

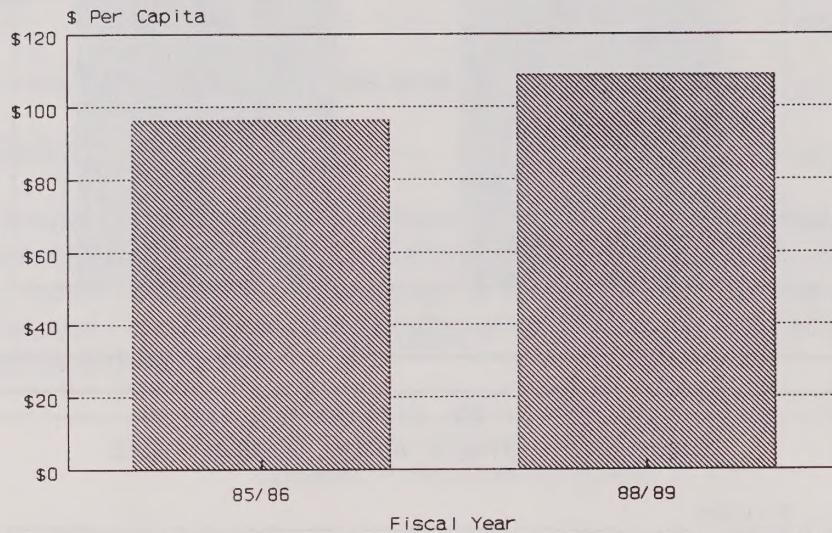


EXHIBIT II-BI--CITY OF SAN CARLOS POLICE
DEPARTMENT EXPENDITURES AS % OF
GENERAL FUND EXPENDITURES

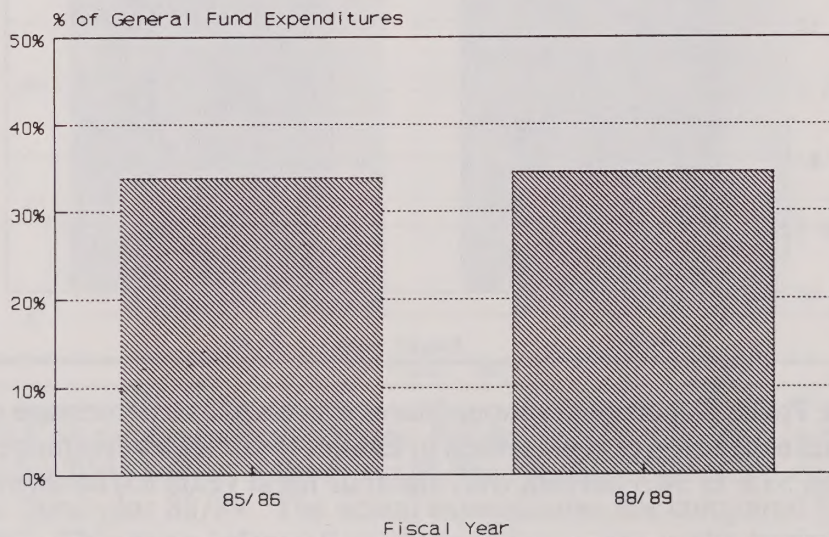


EXHIBIT II-BJ--CITY OF SAN CARLOS
POLICE DEPARTMENT CAPITAL EXPENDITURE

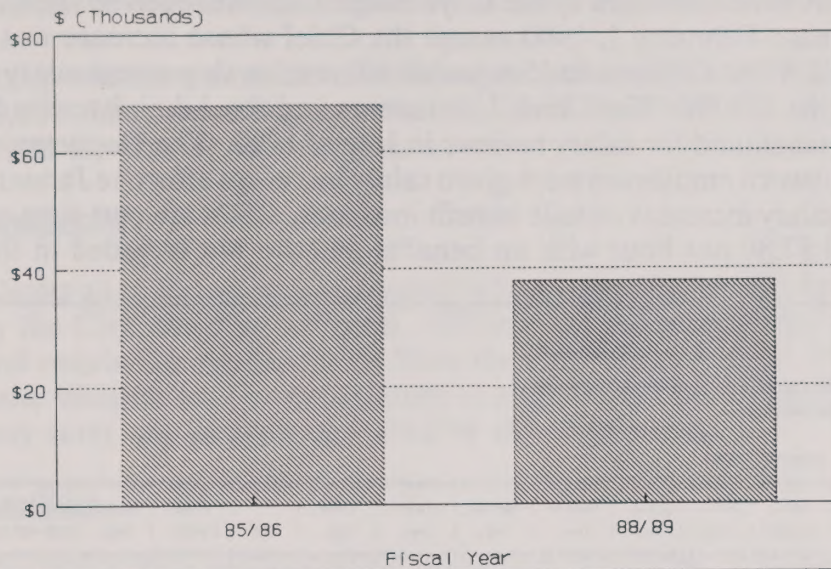
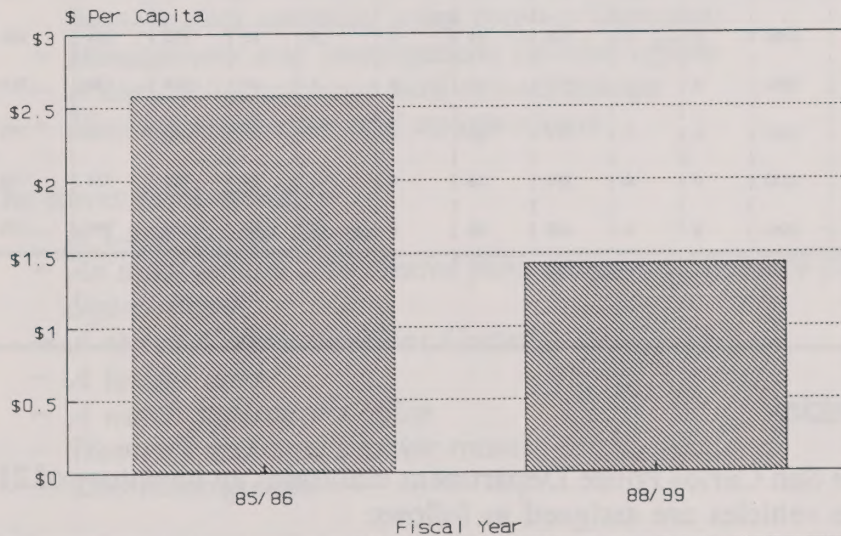


EXHIBIT II-BK--CITY OF SAN CARLOS
POLICE DEPARTMENT CAPITAL EXPENDITURE
PER CAPITA



• **Compensation Levels**

The total compensation for the sworn and non-sworn employees of the San Carlos Police Department is presented in Exhibit II-BL. The exhibit shows the maximum salary paid (top step of the salary range), a listing of all of the benefits paid, the benefits total, and the total compensation for each position in the Department. Benefits include average educa-

tion incentive pay for lieutenants, sergeants and officers; health, dental, vision, and life insurance payments; long term disability payments; and P.E.R.S. contribution by the City. Sworn Officers received their last salary increase February 1, 1990 except the Chief whose increase was effective July 1, 1989. Officers and Sergeants will receive six percent salary increases August 1, 1990. The Chief, Lieutenants and the Administrative Secretary are scheduled for salary reviews in July of 1990. The Department's other non-sworn employees were given salary increases effective January 1, 1990. All salary increases include benefit increases. CSOs are part-time employees paid \$7.80 per hour with no benefits and are not included in this listing.

EXHIBIT II-BL--SAN CARLOS POLICE DEPARTMENT EMPLOYEES
TOTAL COMPENSATION ANALYSIS

(Monthly in \$)

Rank/Position	MAX. SALARY	Def. Comp.	Educ. Pay	Health Ins.	Dental Ins.	Vision Ins.	Life Ins.	LTD	PERS Contr.	Social Sec.	BENEFITS SUB-TOTAL	TOTAL COMP.
Chief	6621	0	0	262	65	0	16	86	1004	0	1433	8054
Lieutenant	4867	0	365	262	30	10	16	63	794	0	1540	6407
Sergeant	3918	0	294	262	30	10	16	51	639	0	1302	5220
Officer	3327	0	250	262	30	10	10	43	543	0	1148	4475
Disp Super	3194	0	0	262	70	0	8	42	278	244	904	4098
Rec Super	2954	0	0	262	70	0	8	38	257	226	861	3815
Dispatcher	2787	0	0	250	46	0	5	36	243	213	793	3580
Records Tech	2272	0	0	250	46	0	5	30	198	174	703	2975
Admin Secty	2564	0	0	262	65	0	16	33	223	196	795	3359

• Vehicles

The San Carlos Police Department maintains an inventory of 21 vehicles. The vehicles are assigned as follows:

- Auxiliary Services 0
- Detectives 4
- Division Cdr/Records/
Training 0
- Patrol 10
- Traffic 5 (3 motorcycles, 2 parking
control MCs)
- CSO 2

In addition, the Department provides vehicle allowances for four privately owned automobiles. Police radios have been installed in three of these vehicles and a cellular telephone has been installed in one vehicle.

Police vehicles are rebuilt at 60,000 miles and retained in service for another 60,000 miles, resulting in twice the normal service life at about two-thirds the cost of two vehicles.

- *Equipment*

Almost all of the equipment needed by San Carlos Police Officers is provided by the City including uniforms. Officers are issued uniforms when hired and requisition replacements from the City when needed. The standard issue weapon for the department is a .357 revolver. However, Officers may carry any weapon approved by the Department.

- *Facilities*

The Police Department shares space with other City departments in City Hall. The Department occupies approximately 8,970 square feet of area including portions of the ground floor and lower level, and the third floor Chief's office. The ground floor area includes:

- *A large reception area with reception of the public accomplished through glass partitions using two-way intercoms*
- *Management and Investigations Division offices*
- *A clerical/records area with records storage*
- *Meeting, conference and storage rooms.*

The lower level contains:

- *A Large Squad Room*
- *An interrogation area created from temporary partitions placed in the Squad Room*
- *A secure Communications Center*
- *A lounge area*
- *A watch supervisor's office*
- *Women's and men's locker rooms*
- *Two holding cells.*

The lower area also contains underground, secure parking for a large portion of the Department's and employee's vehicles.

CRIME RATES

This section compares the part one crime rates in Belmont and in San Carlos with State averages and an average from six selected cities. The six were selected to give a comparison of local area crime rates and are:

- *Burlingame*
- *Foster City*
- *Los Altos*
- *Menlo Park*
- *Millbrae*
- *San Bruno.*

Typically crime rates are calculated on the basis of occurrences per 100,000 population. To provide a better comparison with the actual crime rates for the cities the crime rate is calculated on occurrences per 25,000 population. The comparisons with State and six city average crime rates, or even examining the raw rates, show that Belmont and San Carlos have low crime rates.

The information presented is of use and value only in presenting a description of the environment in the Cities of Belmont and San Carlos. This information and the comparisons should not be used to draw conclusions as to the effectiveness or efficiency of these Police Departments. The statistics are from U. S. Department of Justice, Federal Bureau of Investigation Uniform Crime Reports.

Exhibit II-BM shows the murder rates in Belmont and San Carlos normalized to occurrences per 25,000 population and compared to the State and six city average rates for the years 1984 through 1988. With the exception of the Belmont 1984 aberration, the Cities are significantly below the State rate and roughly equal to the six city average.

The incidence of rape in the two Cities compared to the State and the six city averages is presented in Exhibit II-BN. The levels in Belmont and San Carlos are below State and, except for the 1987 Belmont rate, also the six city averages.

The robbery rates (robbery is technically defined as taking or attempting to take anything of value from a person by force or threat of force) compared to the State and six city averages are presented in Exhibit II-BO. The rates for Belmont and San Carlos are well below the State and somewhat below the six city average levels.

A comparison of the aggravated assault rates (aggravated assault is defined as an attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury) for Belmont and San Carlos, and the State and the six city averages is presented in Exhibit II-BP. The Cities' rates, while below the State rate, were below but now match the six city average. The San Carlos rate nearly doubled the six city average in 1986.

EXHIBIT II-BM--BELMONT/SAN CARLOS
CRIME STATISTICS - MURDER
(RATE PER 25,000 POPULATION)

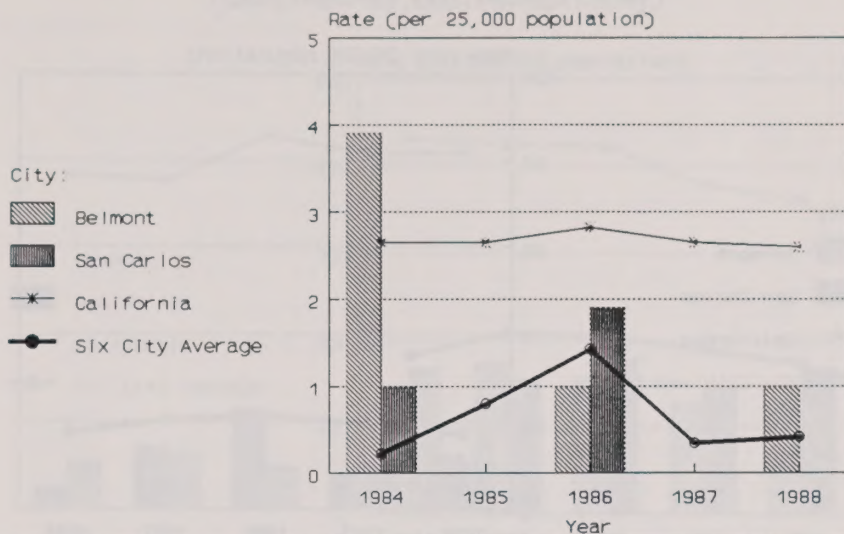


EXHIBIT II-BN--BELMONT/SAN CARLOS
CRIME STATISTICS - FORCIBLE RAPE
(RATE PER 25,000 POPULATION)

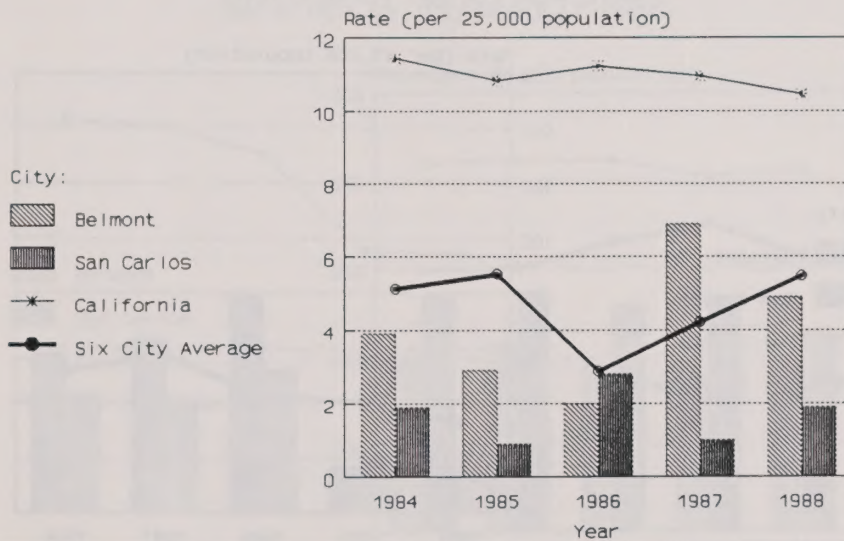


Exhibit II-BQ shows the burglary rates (burglary is defined as the unlawful entry of a structure to commit a felony or theft) for Belmont and San Carlos and compares them to the State and six city averages. The Cities' rates are significantly below the State level and below the six city average.

The incidence of larceny-theft rates (larceny-theft is defined as the unlawful taking of property from the possession of another in which no use of force, violence or

EXHIBIT II-BO--BELMONT/SAN CARLOS
CRIME STATISTICS - ROBBERY
(RATE PER 25,000 POPULATION)

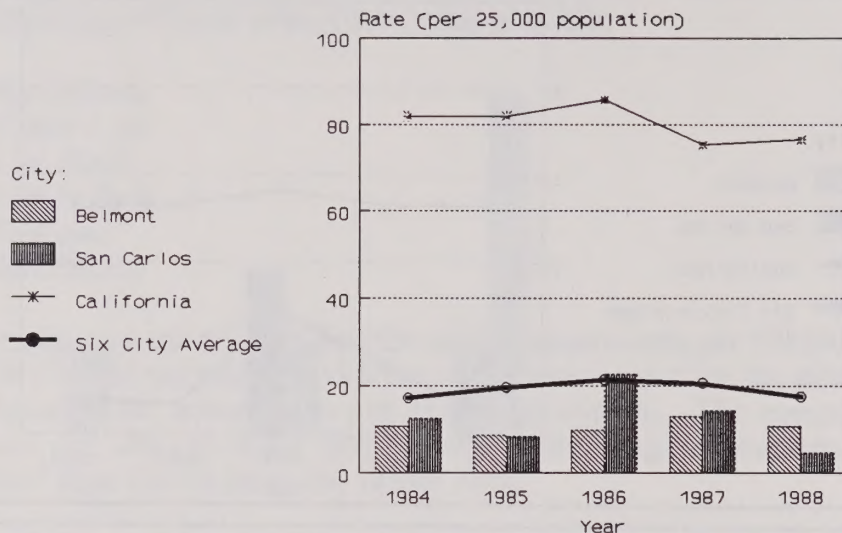
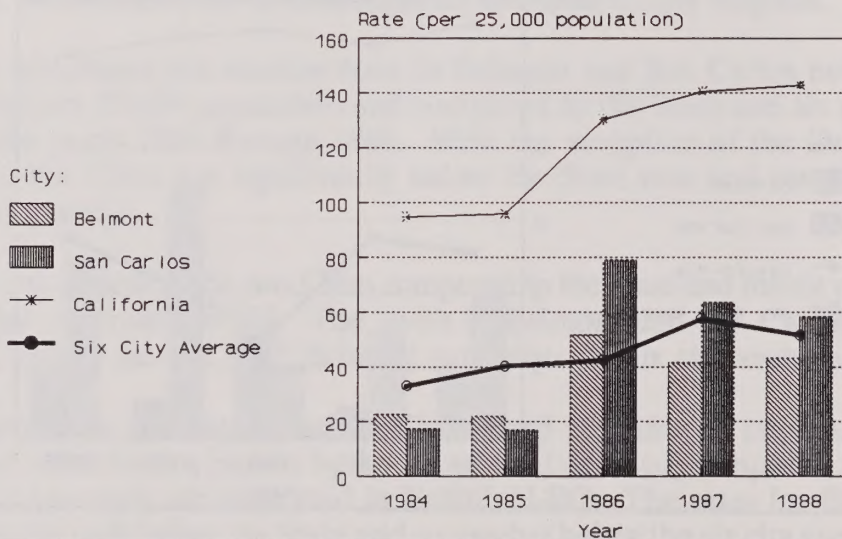


EXHIBIT II-BP--BELMONT/SAN CARLOS
CRIME STATISTICS - AGGRAVATED ASSAULT
(RATE PER 25,000 POPULATION)



fraud occurs) in the two Cities compared to the State and six city averages is presented in Exhibit II-BR.

A comparison of the motor vehicle theft rates is presented in Exhibit II-BS. The Belmont and San Carlos levels are about 25 percent of the State rate and are also below the six city average.

EXHIBIT II-BQ--BELMONT/SAN CARLOS
CRIME STATISTICS - BURGLARY
(RATE PER 25,000 POPULATION)

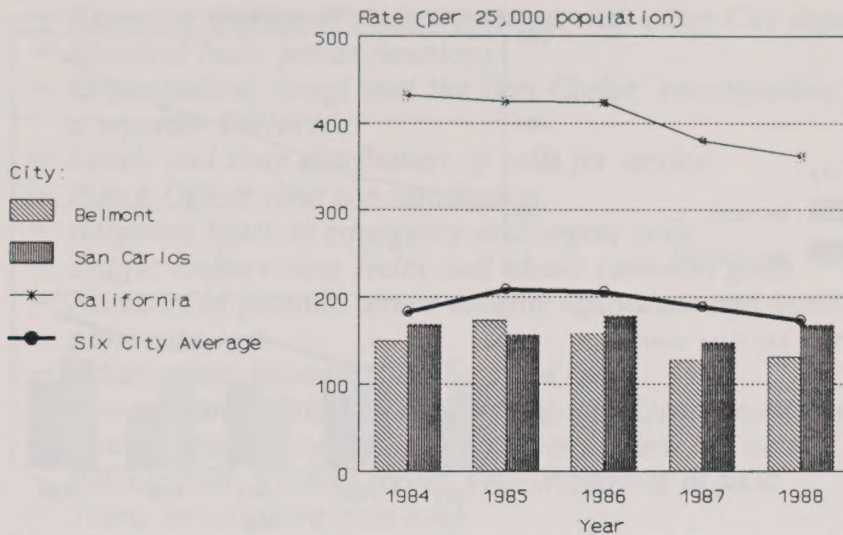
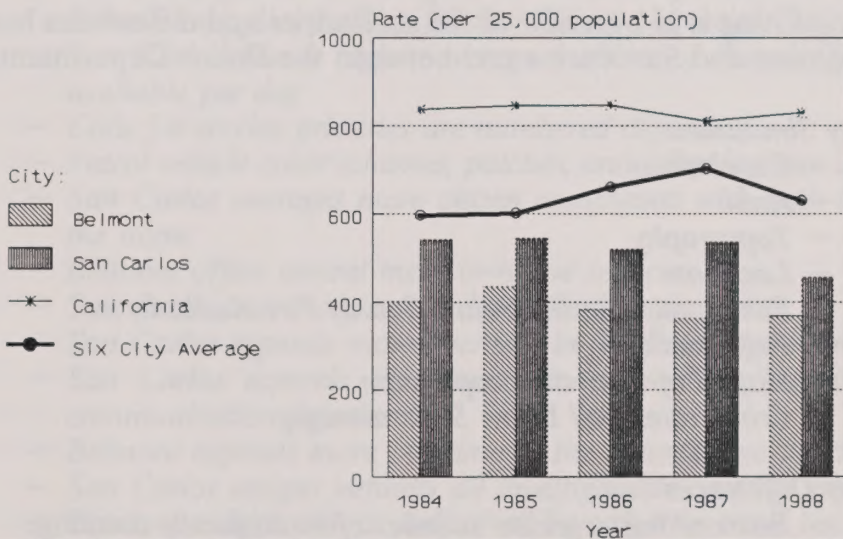
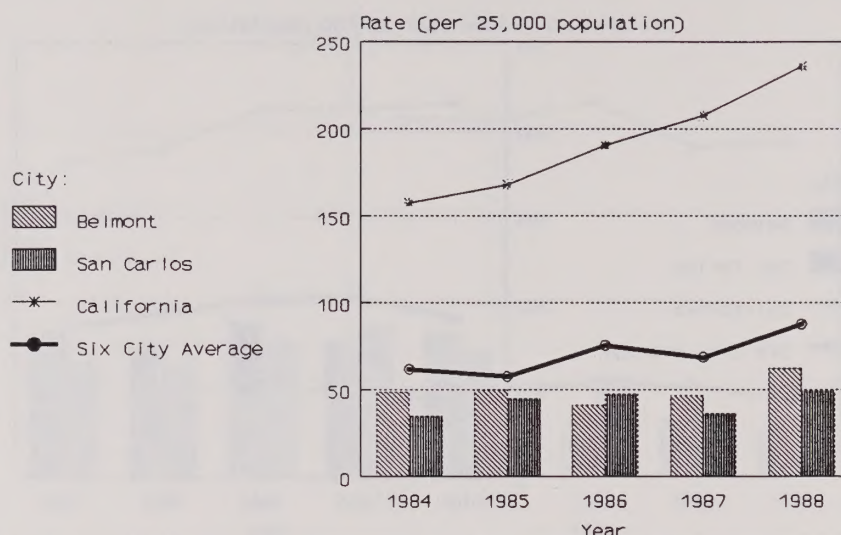


EXHIBIT II-BR--BELMONT/SAN CARLOS
CRIME STATISTICS - LARCENY-THEFT
(RATE PER 25,000 POPULATION)



Comparative data regarding crime rates was developed for this study to help place the Belmont and San Carlos Police Departments in perspective. Crime rates lower than the averages do not necessarily mean that the Departments are comparatively more effective than the average department. The data simply reflect the individual situations in these two cities compared to others.

EXHIBIT II-BS-BELMONT/SAN CARLOS
CRIME STATISTICS - MOTOR VEHICLE THEFT
(RATE PER 25,000 POPULATION)



SIMILARITIES AND DIFFERENCES

The following listing is in overview of the similarities and differences between the Cities of Belmont and San Carlos and between the Police Departments.

- **City Similarities**
 - Populations
 - Area
 - Topography
 - Location
 - Participation in the South County Fire Authority
 - Organizations
 - History of inter-city cooperation
 - Crime rates well below State averages
- **City Differences**
 - Belmont has a greater number of multi-family dwellings
 - Belmont has more undeveloped land
 - San Carlos has a greater number of single family dwellings
 - San Carlos has more industrial area
 - Belmont has a slightly higher forcible rape rate
 - San Carlos has a higher aggravated assault rate
 - San Carlos has a higher larceny-theft rate
 - San Carlos has a higher level of general fund expenditures

- *San Carlos' Police Department expenditures are a smaller percentage of the General Fund expenditures*
- ***Department Similarities***
 - *Extensive sharing of major resources with other City departments*
 - *Identical basic police functions*
 - *Organizations except that the San Carlos' investigations function is a separate Division*
 - *Levels and time distribution of calls for service*
 - *Patrol Officer time use distribution*
 - *Response times to emergency and urgent calls*
 - *Traffic Enforcement Index well above common goals*
 - *Numbers of juvenile arrests roughly equivalent and increasing at the same rate*
 - *Adult arrests increasing at the same rate*
 - *Few sustained citizen complaints against Department personnel*
 - *Claims and law suit history, with both below the norm*
 - *Vehicle fleet accident record with employees at fault*
 - *Yearly investigative case load*
 - *Total compensation for sergeants and patrol officers*
 - *Equipment provided to officers*
- ***Department Differences***
 - *San Carlos provides one officer to the County Narcotics Task Force; Belmont supplies funding for the County Narcotics Task Force*
 - *San Carlos has a higher average number of Patrol Officer hours available per day*
 - *Calls for service priorities are numbered differently*
 - *Patrol vehicle color schemes, patches, and other insignia are different*
 - *San Carlos averages more citizen complaints with both cities below the norm*
 - *Belmont offers several more in-house services*
 - *San Carlos has more reported vehicle fleet accidents*
 - *San Carlos expends more overtime in the Patrol function*
 - *San Carlos expends significantly more overtime/per diem in the communication function*
 - *Belmont expends more overtime in the investigative function*
 - *San Carlos assigns virtually all investigatable cases to Investigators*
 - *Belmont assigns almost half of all investigative cases back to Patrol Officers*
 - *San Carlos has a higher non-sworn to sworn ratio*
 - *San Carlos has a higher level of staffing in the clerical/records function*
 - *Belmont uses a higher average number of reserve hours per month*
 - *Belmont's sworn employees have a higher mean tenure in their present rank*
 - *Belmont's Sergeants have a significantly higher tenure in present rank*
 - *San Carlos has a higher level of expenditures*

- *San Carlos provides cash allowances to management staff in-lieu of vehicles*
- *San Carlos has modern spacious facilities and Belmont does not.*

This section has presented an overview of the similarities and differences between the Cities and the Police Departments.

DEPARTMENT OVERVIEW AND PROFILE SUMMARY

This chapter has provided a general description of the environment in which the Police Departments operate. Included were discussions of the community in general, the city organization, personnel and fiscal information, and comparative information relating conditions in Belmont and San Carlos to State and local area averages.

The purpose of this information was to provide perspective and background on the Police Departments of Belmont and San Carlos.

CHAPTER III

DEPARTMENT CONSOLIDATION ALTERNATIVES

This chapter identifies and develops three consolidation opportunities. Those alternatives are based upon the study parameters and the review and analysis of the Belmont and San Carlos Police Departments. The three consolidation alternatives are described briefly below. Each of the alternative police department structures have been designed to provide comprehensive law enforcement services to a community with a population of 52,200 and 9.5 square miles in size. Other design criteria included the ability to effectively respond to an average of 58.15 calls for service daily, investigate all criminal cases, and provide adequate administrative support for field operations and investigations.

- **Alternative I**--This is a base case alternative. The number of patrol officers required for the alternative I department was determined by relating those needs to the number of calls for service currently being received by the Belmont and San Carlos Police Departments combined. The remainder of the department was designed to support this level of patrol activity.
- **Alternative II**--This is a modification of the alternative I police department. It provides for a level of pro-active patrol time that is higher than the norm in a typical community. To do so requires a patrol division that has more patrol officers than the alternative I department. All other services of the alternative II department are the same as are found in the alternative I department.
- **Alternative III**--This alternative police department structure is a composite of the alternative I and II departments. In terms of levels of patrol services, this alternative is approximately mid-way between alternatives I and II. In addition, this alternative allocates additional (by comparison to the two separate departments) resources to youth services and other activities.

The three alternatives identified and described in this chapter are consistent with the study parameters. The balance of this chapter describes each of the

alternatives in detail and compares each alternative with the current two department situation.

CONSOLIDATION PARAMETERS

The Cities of Belmont and San Carlos have experience in consolidating public services. The successes of the joint delivery of wastewater treatment, refuse, fire, training, and counseling services are reflective of this experience. Because of this success and the potential to save what could be considerable monies, the cities decided to conduct a joint evaluation of the feasibility of consolidating their police departments. Recognizing the importance of such critical factors as the retention of community identity, the maintenance of local control over law enforcement services, the need to maintain a physical presence in both communities, the cities jointly developed study parameters to address these issues.

In addition, the Request for Proposal clearly stated that the consolidation was to be considered only if it would result in reduced police services costs to the two cities. During the study an additional parameter became apparent to the consultants. A physical presence of a consolidated department would, for the near future, be necessary in both communities. In time, efficiency may dictate a common facility for a consolidated department, but that decision need not be made at this time.

Parameters relating to the full consolidation of the two police departments include those identified in the study request for proposal and those that were identified in the course of the study. To summarize, the parameters identified to guide the development of consolidation alternatives are:

- *The service level in each community must be maintained or enhanced.*
- *No employee layoffs or loss of rank is to result from the consolidation. Reduction in force, if any, would be accomplished through attrition.*
- *Consolidation should result in substantial financial savings for each city.*
- *Current employees should not suffer economically through reduced salary or benefits because of the consolidation*
- *Both cities must continue to have a policy voice in the consolidated police department.*
- *A physical presence must be maintained in both cities.*

Each of the three full consolidation alternatives identified and described in this chapter meet the parameters listed above.

BASIC APPROACH TO FULL CONSOLIDATION

For the purposes of this report full consolidation is defined as the combining of the Belmont and San Carlos police departments into one organization, operating under one Chief of Police, directed by a single policy board. This model is reflective of the South County Fire Authority which is directed by a board, composed of representatives of both City Councils and administered by a Fire Chief.

To present a range of full consolidation options, three alternatives have been developed. Each alternative department would serve a community with a population of 52,000 in an area of approximately 9.5 square miles, which approximates the combined population and area of the Cities of Belmont and San Carlos. They will be able to provide approximately all of the services currently provided by the Belmont and San Carlos police departments. In addition, each alternative department provides for a distribution of patrol officer time that is consistent with the goal of most police agencies. The distribution goal is:

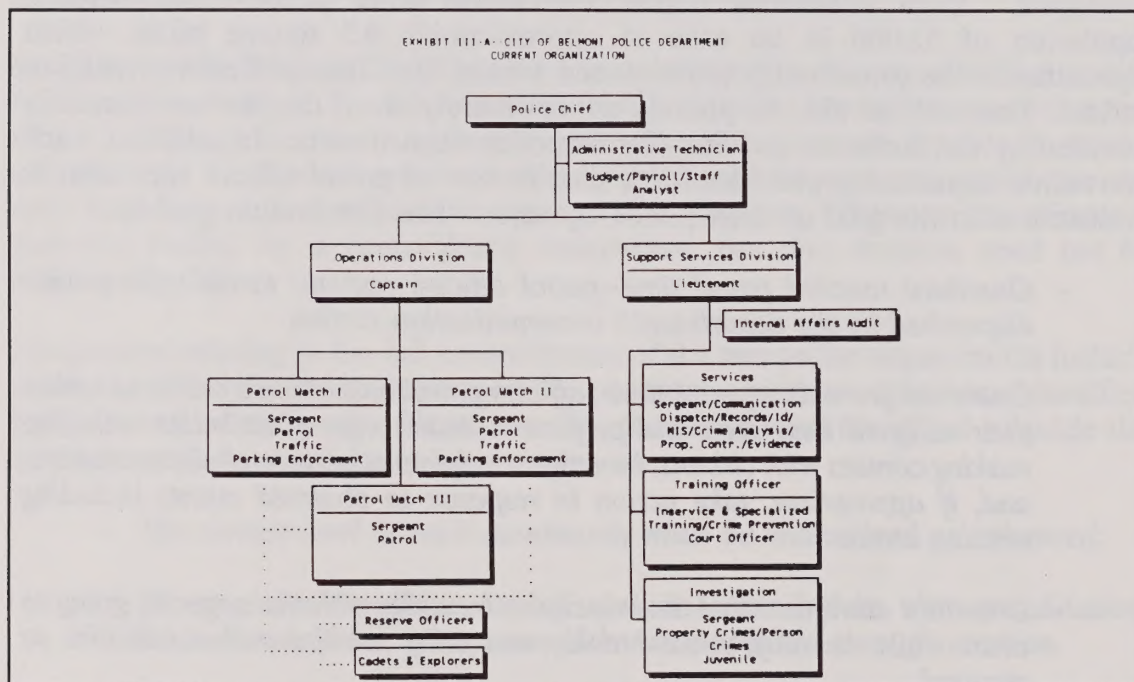
- *One-third reactive patrol time--patrol officers respond to calls for service dispatched by the department's communication section*
- *One-third pro-active patrol time--officers patrol and observe activities within their assigned beat area and perform a wide range of activities including making contact with citizens, investigate suspicious persons or circumstances, and, if appropriate, take action in response to observed events including making arrests.*
- *One-third administrative time--includes meetings with the sergeant, going to court while on duty, meal breaks, and other administrative activities as required.*

Law enforcement academia and practitioners view this allocation of time and activities as a desirable distribution of a patrol officer's time. The distribution of patrol time found in many departments shows a higher level of reactive patrol time, which works to the detriment of pro-active patrol time. It is important to note that the distribution of an officer's time as outlined above is a desirable goal and not the typical experience.

CURRENT ORGANIZATION AND STAFFING

To develop the staffing needs of the alternative departments it is necessary to review the current organization and staffing of the two police departments as they exist and to analyze the current workloads of the two departments. This review was conducted to assist in the design of the alternative organizational structures and to identify the potential cost savings, if any, of each alternative compared to the current costs of the two departments.

The current organizational structures of the two police departments are shown on Exhibits III-A and III-B. The two departments are basically structured in a similar fashion with one major difference. As is shown in Exhibit III-A, the Belmont Police Department uses a two-division structure with field services or patrol activities in one division and investigations and support services in the other. In contrast, the San Carlos Police Department, as shown in Exhibit III-B, uses a three-division structure, including investigations, patrol and administrative services.



The current staffing levels for the two departments are shown in Exhibit III-C. The staffing level of sworn and civilian positions are as authorized in the budgets of the two cities.

As is shown in Exhibit III-C, the Belmont Police Department has a total of 44 authorized positions and the San Carlos Police Department has 56.2 positions. In total, the two departments have 100.2 authorized positions.

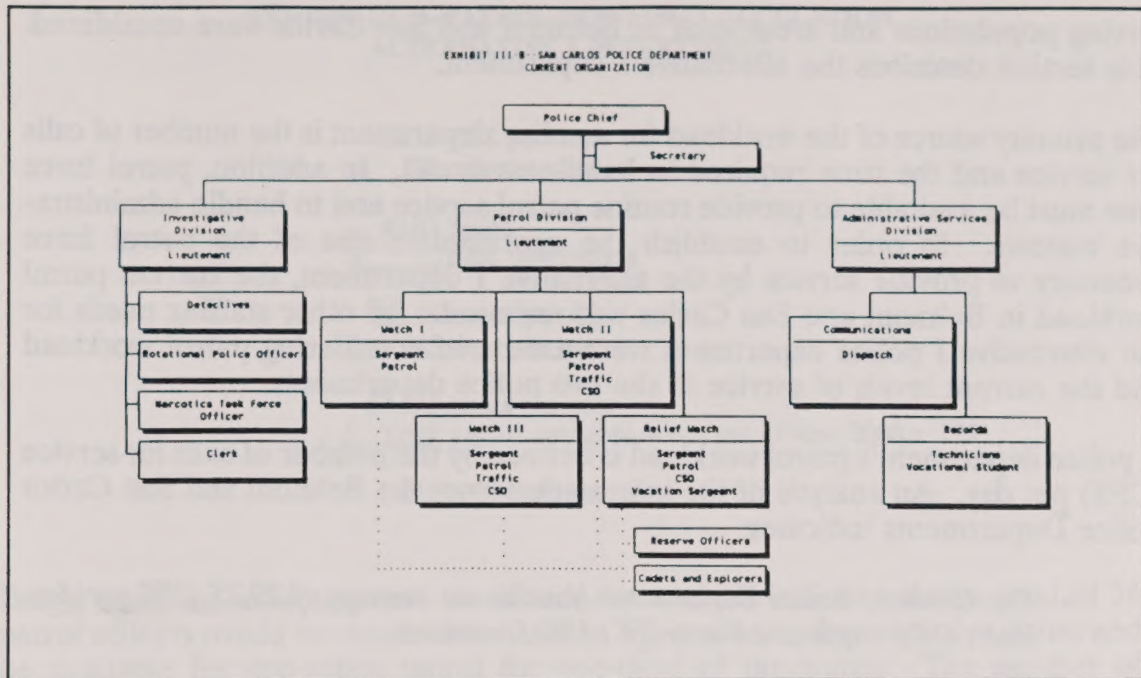


EXHIBIT III-C--CURRENT STAFFING

<u>POSITION TITLE</u>	<u>BELMONT</u>	<u>SAN CARLOS</u>	<u>TOTAL</u>
Chief	1	1	2
Captain	1		1
Lieutenant	1	3	4
Sergeant	5	5	10
Police Officer	24	28	52
Records Supervisor		1	1
Records Clerk		4	4
Communications Super.		1	1
Dispatcher	6	7	13
CSO	3	4.2	7.2
Clerk	1.5	1	2.5
Property Clerk	.5		.5
Secretary		.5	.5
Administrative Tech.	1		1
Vocational Student		.5	.5
Total	44	56.2	100.2

ALTERNATIVE I DEPARTMENT--ORGANIZATION AND STAFFING

In order to develop the alternative I organizational structure and staffing level for a police department to serve the combined communities, an analysis of existing workload and service levels in the two departments was conducted. In addition, the general size and internal support services typically found in police departments

serving populations and areas such as Belmont and San Carlos were considered. This section describes the alternative I department.

The primary source of the workload for a police department is the number of calls for service and the time required to handle each call. In addition, patrol force time must be available to provide routine patrol service and to handle administrative matters. In order to establish the approximate size of the patrol force necessary to provide service by the alternative I department, the current patrol workload in Belmont and San Carlos was reviewed. All other staffing needs for the alternative I police department were estimated considering patrol workload and the current levels of service in the two police departments.

A police department's patrol workload is defined by the number of calls for service (CFS) per day. An analysis of the information from the Belmont and San Carlos Police Departments indicates:

- *The Belmont Police Department handles an average of 29.25 CFS per day. Each CFS requires an average of 42.5 minutes.*
- *The San Carlos Police Department handles an average of 28.9 CFS per day. Each CFS requires an average of 51 minutes.*
- *In total, the two departments respond to 58.15 CFS per day.*

Assuming that the actual experience for the two departments is similar to the workload that would be experienced by the alternative I department, the total number of CFS per day handled by a single department would be 58.15. In calculating the amount of time required to handle this level of CFS it was assumed that each CFS would require an average of 51 minutes. The actual average for San Carlos is used because it is the larger of the two cities times, which is in keeping with the parameters of the study that no service be reduced as a result of consolidation.

Because absence of members from the work force (vacation, holidays, sick leave, and such) impacts the number of persons actually available for duty, a work force availability factor was calculated for both departments. The work force availability factor for the Belmont Police Department is .773 and for the San Carlos Department, .869. Because the Belmont factor is lower, which would require more staff, it was used to make the staffing calculation. Exhibit III-D shows the calculations used to determine the number of patrol officers required to handle the CFS workload by the alternative I department.

EXHIBIT III-D--PATROL STAFFING CALCULATION ALTERNATIVE I DEPARTMENT

58.15 CFS per day
x 51 minutes each

49.43 hours
x 3 time distribution

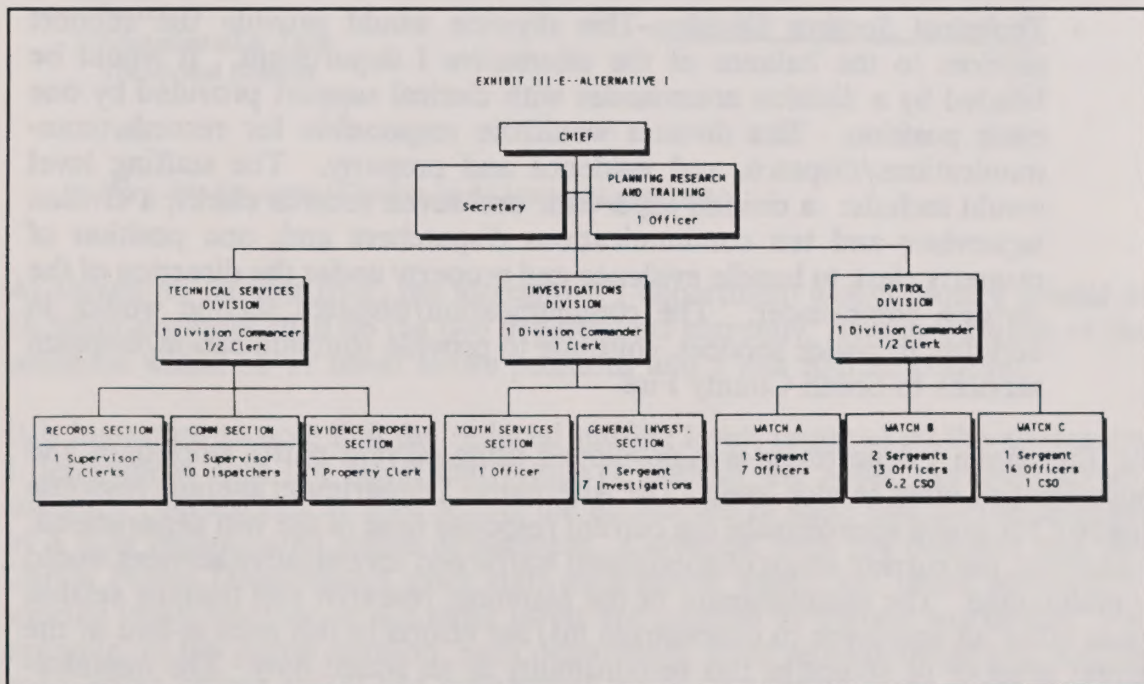
148.28 hours per day
x 365 days per year

54,122 hours per year
/ 1,608 annual available hours per officer, 2080 x .773

33.7 or, 34 officers

Based upon the existing patrol workload, the analysis indicates that a total of 34 patrol officers would be required to handle CFS, perform administrative duties and be available for pro-active patrol for one-third of the watch. The number of officers would be allocated with seven on the morning watch, thirteen on the day watch, and fourteen on the evening watch.

In addition to the patrol force described above, each watch must have supervision, relief supervision, and general management. The total staffing for the alternative I department is shown in Exhibit III-E and described below.



As presented in the Exhibit, the alternative I department employs a three-division structure. The staffing for each of the divisions and overview assumptions are described below.

- **Administration**--This function consists of a chief of police and a secretary. Administration also includes a planning research and training section staffed by an officer. The responsibilities of this section would include professional standards, research and planning, and training.
- **Patrol Division**--This division is headed by a Division Commander. Each watch would have one sergeant with one additional sergeant handling relief. For presentation purposes, the relief sergeant is shown on Exhibit III-E on the "B" watch. The number of officers assigned to patrol duty on each watch would be seven on the morning watch (A); thirteen on the day watch (B), and fourteen on the evening watch (C). In addition, 6.2 Community Service Officers (CSO) positions would be assigned to the day watch and 1 CSO to the evening watch.
- **Investigations Division**--For purposes of the alternative I department it has been assumed that this division would handle all investigations and youth services activities. Division staffing includes a division commander, one officer to handle youth services, and a general investigations section headed by a sergeant and staffed with seven police officers (investigators). In addition, one clerical position would be assigned to provide support services.
- **Technical Services Division**--This division would provide the support services to the balance of the alternative I department. It would be headed by a division commander with clerical support provided by one clerk position. The division would be responsible for records, communications/dispatch, and evidence and property. The staffing level would include: a civilian supervisor and seven records clerks; a civilian supervisor and ten communications dispatchers and, one position of property clerk to handle evidence and property under the direction of the division commander. The communication/dispatch section would, in addition to police services, continue to provide communication/dispatch services to South County Fire.

The alternative I department was developed using current patrol workloads and approximating other service levels. The Alternative I department average response time to CFS would approximate the current response time of the two departments. In addition, the current levels of specialized traffic and investigative services would be maintained. The establishment of the planning, research and training section would allow an employee to concentrate his/her efforts in this area in-lieu of the current practice of accepting this responsibility as an added duty. The organizational structure of the department reflects three divisions, the structure most common to California police departments.

COMPARATIVE ANALYSIS: COMBINED DEPARTMENTS VS. ALTERNATIVE I

The purpose of developing the alternative I department was to answer the question of what is necessary to provide police services in the area if it were a single city served by a single police department. In terms of total staffing, a comparison of current combined staffing in the two departments with the alternative I department is shown on Exhibit III-F.

**EXHIBIT III-F--STAFFING COMPARISON
COMBINED VS. ALTERNATIVE I DEPARTMENT**

<u>Position</u>	<u>Combine</u>	<u>Alt. I</u>	<u>Difference</u>
Chief	2	1	(1)
Division Commander*		3	3
Captain	1		(1)
Lieutenant	4		(4)
Sergeant	10	5	(5)
Police Officer	52	43	(9)
Records Supervisor	1	1	
Records Clerk	4	7	3
Communications Super.	1	1	
Dispatcher	13	10	(3)
CSO	7.2	7.2	
Clerk	2.5	2	(.5)
Property Clerk	.5	1	.5
Secretary	.5	1	.5
Administrative Tech	1		(1)
Vocational Student	.5		(.5)
Total	100.2	82.2	(18)

**New title for current Captain and Lieutenant positions.*

As shown on Exhibit III-F, the alternative I department would require a total of 18 fewer positions than do the two departments currently. The distribution of the positions would be 17 fewer sworn positions and 1 less civilian position.

It is important to note that the reduced staffing levels required by the alternative I department does not mean that either or both of the police departments are currently overstaffed. It does reflect the economies of scale that can be realized by a fully consolidated police department. Currently, both the Belmont and San Carlos Police Departments must staff each patrol watch and other activities at specific levels whether or not those levels are justified by current workloads. For example, in the patrol division, each department must provide minimum staffing considering officer safety and supervision during the graveyard watch. Current workload (calls for service) during the watch does not require the minimum

staffing levels. The consolidated department would enable staffing levels to be set to match workload while still considering officer safety and providing for supervision.

Exhibit III-G presents a comparison of the cost of the alternative I department to the combined cost of the two police departments. "Other cost" are estimated at \$800,000 for the alternative I department. The reduction from the current combined "other" cost of approximately \$912,000 reflects fewer vehicles, less supplies and the reduced space requirements of the alternative I department. The annual cost of the alternative I department would be approximately \$1.2 million less than the combined costs of the two departments.

**EXHIBIT III-G--FINANCIAL IMPACT OF
THE ALTERNATIVE I DEPARTMENT STAFFING LEVEL VS.
COMBINED DEPARTMENT STAFFING LEVEL**

Alternative I Department		
<u>Position</u>	<u>Number</u>	<u>Annual Cost</u>
Chief	1	\$ 96,648
Division Commander	3	230,760
Sergeant	5	313,200
Police Officers	43	2,309,100
Records Supervisors	1	45,780
Records Clerk	7	249,900
Communications Supervisor	1	49,176
Dispatcher	10	429,600
Community Service Officer	7.2	149,011
Clerk	2	71,400
Property Clerk	1	35,700
Secretary	<u>1</u>	<u>40,308</u>
Total	82.2	\$4,020,583
Other Costs ⁽¹⁾		<u>800,000</u>
Grand Total		\$4,820,583
Current Combined Department Budgets		5,988,786
Savings		\$1,168,203

⁽¹⁾Does not include one time implementation costs.

ALTERNATIVE II DEPARTMENT--ORGANIZATION AND STAFFING

The introductory portion of this chapter described the goal of most police departments to have a patrol time distribution pattern of one-third re-active, one-third pro-active, and one-third administrative time. This distribution of patrol officer time was used (Exhibit III-D) to determine the staffing level for the alternative I department's patrol division.

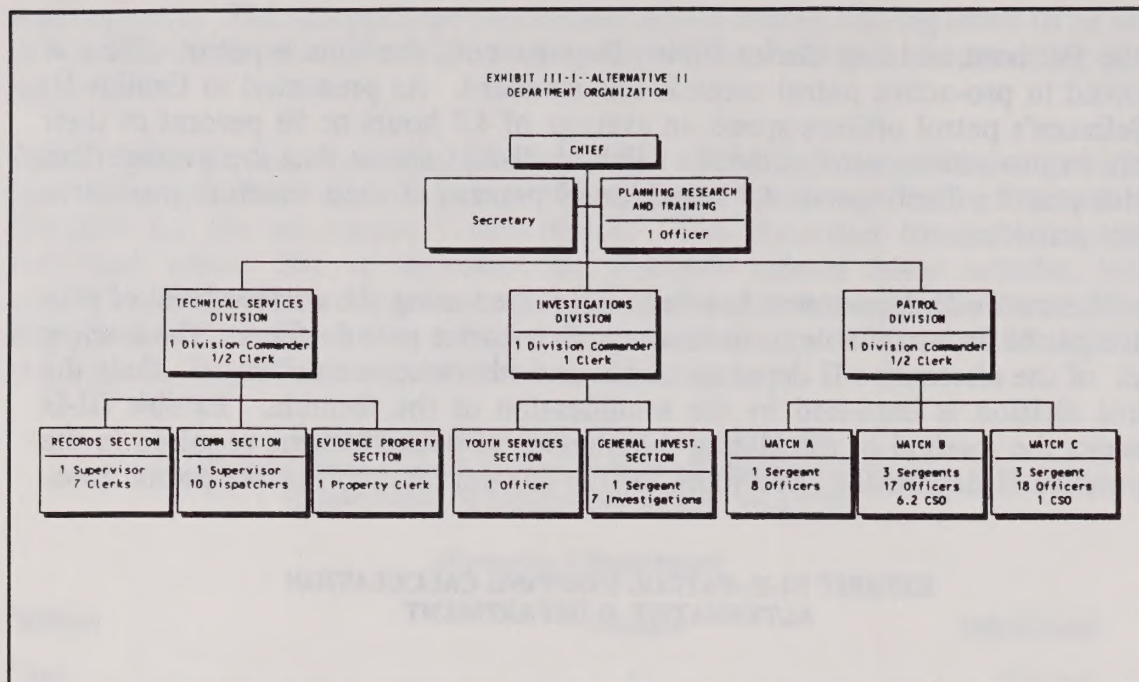
In the Belmont and San Carlos Police Departments, the time a patrol officer is involved in pro-active patrol exceeds this standard. As presented in Exhibit II-I, Belmont's patrol officers spend an average of 4.5 hours or 56 percent of their watch in pro-active patrol activities. Exhibit II-AM shows that the average San Carlos patrol officer spends 4.7 hours, or 59 percent of their watch in pro-active patrol activities.

The alternative II department has been developed using the current level of pro-active patrol time available to the average San Carlos patrol officer. The staffing level of the alternative II department has not otherwise been changed. Only the patrol division is impacted by the modification of the formula. Exhibit III-H presents the method of calculating the number of patrol officers required in the alternative II department, providing for the current level pro-active patrol time.

**EXHIBIT III-H--PATROL STAFFING CALCULATION
ALTERNATIVE II DEPARTMENT**

58.15	CFS
<u>x 51</u>	Minutes each
49.43	Hours
<u>x 3.78</u>	Time distribution
187	Hours per day
<u>x 365</u>	Days per year
68,255	Hours per year
<u>÷ 1608</u>	Annual available hours per officer, 2080 x .773
42.4	or 43 officers

Based upon the existing work load and maintaining the current 59 percent pro-active patrol time factor, 43 patrol officers would be required to handle the CFS received by the alternative II department. This is 9 more patrol officers than required in the alternative I department. Patrol officers would be allocated with 8 on the morning watch (A), 17 on the day watch (B), and 18 on the evening watch (C). The additional (compared to the alternative I department) patrol officers on the day and evening watch requires that the number of sergeants on these two shifts be increased to maintain an appropriate supervisory span of control. The day watch has been allocated one additional sergeant and the evening watch has been allocated two additional sergeants. The allocation of additional police officers to the patrol division does not impact the other two divisions or management level positions of the alternative II department. Exhibit III-I presents the organizational structure of the alternative II department.



COMPARATIVE ANALYSIS: COMBINED DEPARTMENTS VS. ALTERNATIVE II

The alternative II department is a modification of the alternative I department. The current level of pro-active patrol time available to the Belmont and San Carlos Police Departments is higher than the 33 percent used to develop the alternative I department. Pro-active patrol time is 56 percent in Belmont and 59 percent in San Carlos. One of the consolidation study parameters specified that the consolidation of the two departments should not reduce service levels. If, pro-active patrol time is considered to be a measure of levels of service, the number of patrol officers in the alternative I department would need to be increased. The alternative II department has been developed to provide this increased level of pro-active patrol time. Since the pro-active patrol time in San Carlos is 59 percent, and the highest of the two departments, it was used for this alternative. Compared to alternative I, alternative II requires an additional 9 officers in the patrol division to meet this criteria. The increased number of patrol officers also requires the addition of three sergeants to the alternative II department patrol division. In terms of total staffing, a comparison of current combined staffing in the two departments, with the alternative II department is shown on Exhibit III-J.

**EXHIBIT III-J--STAFFING COMPARISON
COMBINED DEPARTMENTS VS. ALTERNATIVE II DEPARTMENT**

<u>Position Title</u>	<u>Combined</u>	<u>Alternative II</u>	<u>Difference</u>
Chief	2	1	(1)
Division Commander*		3	3
Captain	1		(1)
Lieutenant	4		(4)
Sergeant	10	8	(2)
Police Officer	52	52	
Records Supervisor	1	1	
Records Clerk	4	7	3
Communications Super.	1	1	
Dispatcher	13	10	(3)
CSO	7.2	7.2	
Clerk	2.5	2	(.5)
Property Clerk	.5	1	.5
Secretary	.5	1	.5
Administrative Tech	1		(1)
Vocational Student	.5		(.5)
Total	100.2	94.2	(6)

**New title for current Captain and Lieutenant positions.*

The alternative II department, as shown on Exhibit III-J, would require 5 fewer sworn positions and 1 less civilian position than do the two combined departments. The annual cost for the alternative II department would be approximately \$467,000 less than the current combined cost of the two departments. Exhibit III-K presents this data. As has been demonstrated, the alternative I department and the alternative II department both indicate that a substantial cost savings would be realized if the two departments were consolidated.

ALTERNATIVE III DEPARTMENT--ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL

The alternative I and II departments both indicate the consolidation of the two police departments would result in substantial financial savings. The savings is the result of the reduced staffing level required for both alternatives. As was discussed earlier, the reduced staffing level identified in the alternatives is not the result of over-staffing of the current departments, but results from the consolidation of staffing needs during those periods when a minimum staffing level is required of both departments.

**EXHIBIT III-K--FINANCIAL IMPACT OF
ALTERNATIVE II DEPARTMENT STAFFING LEVEL
VS. COMBINED DEPARTMENT STAFFING LEVEL**

Alternative II Department

<u>Position</u>	<u>Number</u>	<u>Annual Cost</u>
Chief	1	\$ 96,648
Division Commander	3	230,760
Sergeant	8	501,120
Police Officer	52	2,792,400
Records Supervisor	1	45,780
Records Clerk	7	249,900
Communications Supervisor	1	49,176
Dispatchers	10	429,600
Community Service Officers	7.2	149,011
Clerk	2	71,400
Property Clerk	1	35,700
Secretary	<u>1</u>	<u>40,308</u>
Total	94.2	\$4,691,803
Other Costs ⁽¹⁾		<u>830,000</u>
Grand Total		5,521,803
Current Combined Department Budgets		5,988,786
Savings		\$ 466,983

(1) Does not include one time implementation costs.

A review of the alternative I department indicates it would produce such a substantial savings (approximately \$1.2 million) that an increased level of service could be provided and still produce a savings that would justify consolidation. The alternative II department, in addition to a savings of approximately \$467,000, provides such a high level of pro-active patrol time (59 percent) that a portion of the patrol division could be reassigned to enhance levels of service to the public.

There are a myriad of organizational structures, staffing levels and resulting service level alternatives in addition to the alternative I and II departments. A third alternative III department, would result in a savings that is less than that realized in alternative I and would reassign a portion of the alternative II patrol division to increase levels of services. The major area of increased services provided by the alternative III department is in the youth services section of the investigations division. There are, however, other areas of increased service not directly apparent. For example, improved evidence/property management and increased public services hours would be offered by the records section in the alternative III department.

The staffing and services for each of the divisions of the alternative III department is described below. The allocation of officers to the three patrol watches has been based upon the current calls for service experience of the two departments.

- **Administration**--This function consists of a position of chief of police and a secretary. Administration also includes a new planning research and training section staffed by a police officer. The responsibilities of this section would include professional standards, research and planning, and training. The alternative III department is organized into three divisions which enables a reduction of the current number of division commanders from five to three.
- **Patrol Division**--The alternative III department patrol division is headed by a division commander. The morning watch (A) is staffed with a sergeant and 8 patrol officers. Not all of the officers would be on duty on any given day. Some will be on days off, others on vacation, sick leave or such. Typically, 4.4 patrol officers would be on duty at any one time. The combined morning watch patrol officer staffing level of the two departments currently averages 7.1 officers.

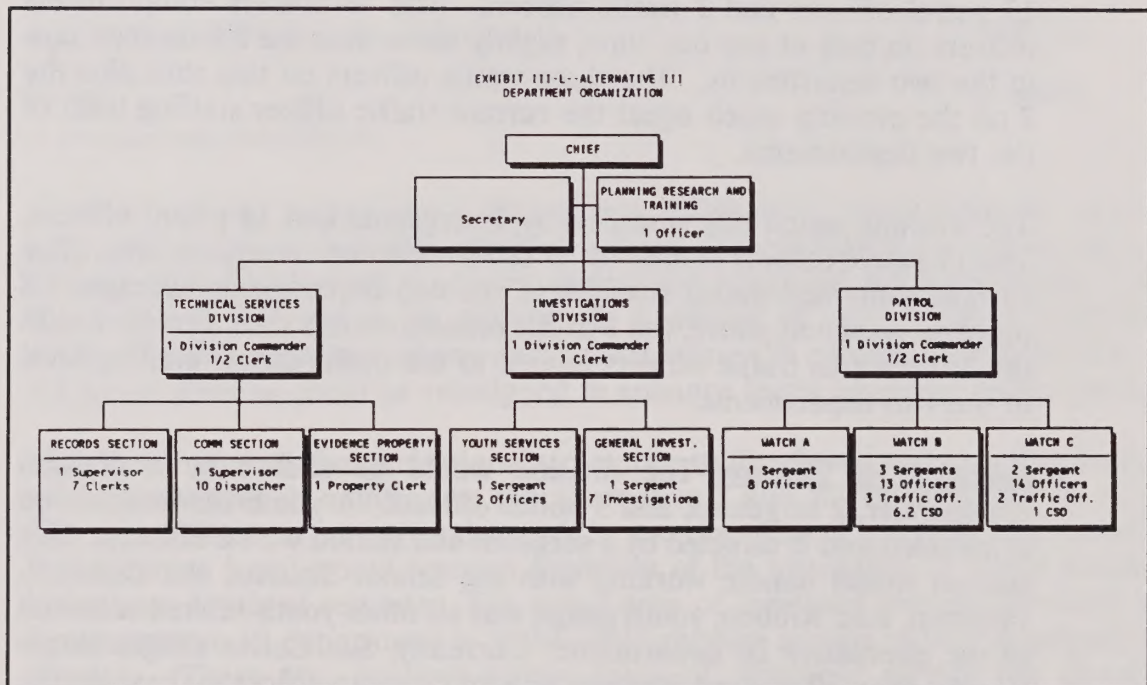
The day watch (B) is staffed by 3 sergeants, one of which would provide relief for the morning shift sergeant. In addition, the shift is staffed by 13 patrol officers and 3 traffic officers. The 16 officers equate to 8.8 officers on duty at any one time, slightly more than the 8.6 on duty now in the two departments. The three traffic officers on this shift plus the 2 on the evening watch equal the current traffic officer staffing level of the two departments.

The evening watch (C) is staffed by 2 sergeants and 14 patrol officers. The 14 patrol officers equate to 7.7 officers on duty at a given time. The current combined patrol strength of the two departments averages 7.8 officers. As noted above, the 2 traffic officers on this shift combined with the 3 day watch traffic officers equate to the traffic officer staffing level of the two departments.

- **Investigations Division**--The division would be staffed by a division commander, 2 sergeants, and 9 police officers. A youth services section is included and is directed by a sergeant and staffed with 2 officers. This section would handle working with the school districts, the D.A.R.E. Program, Red Ribbon, youth gangs, and all other youth-related activities of the alternative III department. Currently, San Carlos assigns three-fourths of an officer and Belmont one-fourth of an officer to these duties. The general investigations section is headed by the other sergeant and is staffed by 7 officers. The investigations section has one more sergeant position than exists now in the combined departments. The division commander would be supported by 1 clerk.
- **Technical Services Division**--This division would provide support services to the balance of the alternative III department. It would be headed by a division commander with clerical assistance of a clerk. The division

would include: a records section with a civilian supervisor and 7 clerks; the communications section with a civilian supervisor and 10 dispatchers; and, an evidence/property section with a property clerk. The communications section would not require the use of part-time and per diem dispatchers as is the practice by the San Carlos Department. In comparison to the combined departments, the division has three fewer dispatchers and three more records clerks. Even though the staffing level would be reduced by the elimination of per-diem dispatchers, all current service levels will be maintained or enhanced. The alternative III department enables the cities to take advantage of economies of scale by consolidating. The communications section would continue to dispatch South County Fire calls as is currently the practice of the San Carlos Police Department.

In summary, the alternative III department would have eight fewer staff than the total of the two departments. The positions no longer needed would include one chief, two lieutenants, two sergeants, two officers, and one civilian. The organizational structure of the alternative III department is shown in Exhibit III-L. As is shown, the alternative III department employs a three division structure.



COMPARATIVE ANALYSIS: COMBINED DEPARTMENTS VS. ALTERNATIVE III

The highest current pro-active patrol time is 59 percent in San Carlos. That time distribution was used to determine staffing levels in the alternative II department. In the alternative III department, pro-active patrol time has been reduced to 33 percent which is the generally accepted standard and will still enable the increase in youth services and other activities.

A position-by-position comparison of the combined departments and the alternative III department shows the staffing level of the alternative III department needs eight fewer positions. Exhibit III-M presents the distribution of the positions in the alternative III department. Exhibit III-N presents the financial impact which would result from the implementation of alternative III department. It results in a savings of approximately \$574,000 in comparison to the cost of the combined departments.

EXHIBIT III-M--STAFFING COMPARISON COMBINED DEPARTMENTS VS. ALTERNATIVE III DEPARTMENT

<u>POSITION TITLE</u>	<u>COMBINED</u>	<u>ALTERNATIVE III DEPARTMENT</u>	<u>DIFFERENCE</u>
Chief	2	1	(1)
Division Commander*		3	3
Captain	1		(1)
Lieutenant	4		(4)
Sergeant	10	8	(2)
Police Officer	52	50	(2)
Records Supervisor	1	1	
Records Clerk	4	7	3
Communications Super.	1	1	
Dispatcher	13	10	(3)
CSO	7.2	7.2	
Clerk	2.5	2	(.5)
Property Clerk	.5	1	.5
Secretary	.5	1	.5
Administrative Tech	1		(1)
Vocational Student	.5		(.5)
Total	100.2	92.2	(8)

* New title for current Captain and Lieutenant positions.

**EXHIBIT III-N--FINANCIAL IMPACT OF
ALTERNATIVE III DEPARTMENT STAFFING LEVEL
VS. COMBINED DEPARTMENT STAFFING LEVEL**

Alternative III Department

<u>Position</u>	<u>Number</u>	<u>Annual Cost</u>
Chief	1	\$ 96,648
Division Commander	3	230,760
Sergeant	8	501,120
Police Officer	50	2,685,000
Records Supervisor	1	45,780
Records Clerk	7	249,900
Communications Supervisor	1	49,176
Dispatchers	10	429,600
Community Service Officers	7.2	149,011
Clerk	2	71,400
Property Clerk	1	35,700
Secretary	<u>1</u>	<u>40,308</u>
Total	92.2	\$4,584,403
Other Costs ⁽¹⁾		<u>830,000</u>
Grand Total		5,414,403
Current Combined Department Budgets		5,988,786
Savings		\$ 574,383

⁽¹⁾Does not include one time implementation costs.

SUPPORT SERVICE REQUIREMENTS OF A CONSOLIDATED DEPARTMENT

Support services currently are provided to the police departments of both cities by other departments within their city. Exhibits II-F and II-AJ list the services provided by the respective cities. The services include vehicle maintenance, data processing, purchasing, personnel and building maintenance. Regardless of the alternative selected, a consolidated department would need the same support services. The services could be provided by the consolidated department or continue to receive support from the two cities.

Since the cities currently are providing support services, it is reasonable to assume that they are capable of supporting the consolidated department. For example, both cities currently maintain police vehicles and the maintenance of the consolidated department's vehicles could be divided between the two cities. Belmont could maintain 22 vehicles and San Carlos could maintain 21 vehicles as is the case now. The same is true of the other support service needs of the consolidated department. The responsibilities for personnel, payroll, purchasing, building maintenance, data processing support, utilities, and space could be divided between the two cities. The most cost effective method of providing support

services to a consolidated police department is to continue the current practice of have those services provided by the cities. If one or both cities are unable to provide the needed support, the department could provide the service directly. Doing so would increase the overall cost of municipal services to the two communities.

SPACE NEEDS OF A CONSOLIDATED DEPARTMENT

One of the parameters established at the commencement of the consolidation study was that a presence of a consolidated police department must be maintained in both communities. For the immediate future the division of department functions between the two cities would provide this presence. This does not mean that at some time in the future, five or more years, that the development of a common facility would not be of interest to the cities and further enhance the consolidated department's efficiency.

The combined area of the current San Carlos facility and the proposed Belmont facility that is in the planning stages should meet the needs of the consolidated department. At the time of the preparation of this report, the details of the facility being planned for the Belmont Police Department were not available. If designed to provide for the space needs of the current Belmont Police Department it will provide the space required for the functions of the consolidated department.

An example of how the division of functions of the consolidated department could be distributed in the two cities is shown below.

- *Belmont--The Administration and Investigations Division, including youth services and the general investigations section, could be housed in the existing facility*
- *San Carlos--The Patrol and Technical Services divisions, including communications and records activities, could be housed in the existing facility.*

This division of functions results in the effective use of the current San Carlos patrol, communications and records section areas. It would also not require the City of Belmont to completely outfit a new police station. For example, the installation of communications equipment would not be necessary.

EQUIPMENT, MATERIAL AND OTHER COSTS OF IMPLEMENTING THE CONSOLIDATED DEPARTMENT

The consolidated department would have minor equipment needs above that currently in the possession of the two police departments. The memory capacity of the consolidated department's computer would need to be in excess of that available in the Belmont system and that planned for in the new San Carlos system. In addition, the consolidated department would need two additional personal computers. The additional memory and the personal computers are estimated to cost less than \$40,000.

The only other equipment required would be an additional dispatcher console on the current San Carlos communications board. The removal and re-installation of the Belmont Police Department's console to the San Carlos communication center is estimated to cost \$10,000. In addition, telephone lines into the Belmont dispatch console would need to be relocated. This would add an estimated cost of \$20,000 to the relocation.

Materials required for the consolidation will include a wide variety of items. For example, new uniforms and/or identification patches and badges, new forms and stationary, and lettering and markings on patrol vehicles will be needed. Another cost involved with the consolidation of the departments would be the moving of furniture and materials. An estimated cost for materials and moving, without a full plan for the consolidation of the departments is difficult to estimate but should not exceed \$150,000.

In addition, the consolidation of the two departments will require the preparation of legal documents. The one-time cost of this item is estimated not to exceed \$20,000. A summary of the material, equipment and other cost of consolidating the two departments is summarized in Exhibit III-O.

EXHIBIT III-O--ESTIMATED ALTERNATIVE III DEPARTMENT IMPLEMENTATION COST

Computer System Expansion	\$ 40,000
Communications Console	10,000
Relocate Telephone Lines	20,000
Materials and Moving Cost	150,000
Legal	<u>20,000</u>
Total Estimated Cost	<u>\$ 240,000</u>

SUMMARY

This chapter identified and reviewed three alternative structures for a consolidated police department to serve both Belmont and San Carlos. The three alternatives

were all compared with the services and costs of operating two departments independently. The results of that comparison indicate each alternative to be less costly than operating two departments. Compared to the two separate departments, the alternatives providing for a consolidated police department will save, from approximately \$1.2 million to approximately \$467,000. Importantly, each of the consolidation alternatives will provide patrol service levels at or above industry standards. In addition, the alternatives enable the reallocation of resources to expand such activities as youth services. The savings identified in this analysis reflect the opportunity for a consolidated department to realize economies of scale. Those economies of scale are not available to the two departments operating independently.

The financial implications, and that is a conclusion, that results from the financial comparisons for the consolidation of the two police departments are presented in the chapter. The options for consolidation are those presented in the previous chapter: alternatives I, II, and III.

THE DECISION TO CONSOLIDATE

The decision to consolidate the police departments of the cities of Detroit and East Canton requires a summary of two decisions. First, a policy decision by the City Council of the Incorporated City must be made. Second, a desire to consider such an arrangement for providing police services, because of the previous review of the two cities at the best delivery of services and the potential to save what could be substantial amounts of money, both cities decided to conduct this study. In doing so, both cities recognized the importance of various factors, such as the retention of community identity, the maintenance of local control over law enforcement services, the need to maintain a police presence in both communities, and community cooperation. The second decision, as it relates to this study, is to define the parameters required to make such a decision more objectively, assuming there are some such parameters. For example, in addition to those items listed above, the parameters might also include the legislation that consolidation would be acceptable only if a determined dollar amount could be saved, or there might be a dollar amount of savings that improved service is the minimum.

It is within this framework that the comparisons were made in developing a consolidated department's structure and staffing level. These were the most effective and practical. The second step was to define a standard and staffing level for a consolidated police department. From this standard, the comparison was made. The comparison is a comparison of the two police services in the two communities. In addition, based upon the consolidated alternative, the two steps of what a consolidated unit can be achieved.

CHAPTER IV

FULL DEPARTMENT CONSOLIDATION

The financial implications, cost sharing alternatives, and possible institutional arrangement for the consolidation of the two police departments are presented in this chapter. The options for consolidation are those presented in the previous chapter: alternatives I, II, and III.

THE DECISION TO CONSOLIDATE

The decision to consolidate the police departments of the cities of Belmont and San Carlos requires a minimum of two decisions. First, a policy decision by the City Councils of the respective Cities must be made indicating a desire to consider such an arrangement for providing police services. Because of the previous success of the two cities in the joint delivery of services and the potential to save what could be substantial amounts of money, both cities decided to conduct this study. In doing so, both cities recognized the importance of critical factors such as the retention of community identity, the maintenance of local control over law enforcement services, the need to maintain a police presence in both communities, and community acceptance. The second decision, as of yet not taken, is to define the parameters required to make such a consolidation acceptable, assuming there are some such parameters. For example, in addition to those items listed above, the parameters might also include the stipulation that consolidation would be acceptable only if a determined dollar amount could be saved, or there could be a dollar amount of savings plus improved service to the community.

It is within this framework that the consultants were required to develop a consolidated department structure and staffing level. Based upon the data collected and analyzed, the consultants can define a structure and staffing level for a consolidated police department. From this material, the consultants can project the impacts such a consolidation will have upon police services to the communities. In addition, based upon the recommended alternative, the cost impact of such a consolidation can be estimated.

THE FINANCIAL IMPLICATIONS OF CONSOLIDATION

This study has identified and presented three consolidation alternatives. Briefly each is described as follows.

- Alternative I--This department provides for a distribution of patrol officer time equal to an industry standard of one-third reactive, one-third pro-active, and one-third administrative. This consolidation alternative reduces the cost of police services by approximately \$1.2 million.
- Alternative II--This department provides sufficient patrol officers so that 59 percent (the amount currently available in the San Carlos Police Department) of their time is available for pro-active patrol. It reduces the costs of the two departments by approximately \$467,000.
- Alternative III--This department redistributes patrol time savings to increase services. It results in a savings in costs from that of the combined departments of Approximately \$574,000.

Exhibit IV-A presents a summary of the estimated costs of the three alternative departments and compares these amounts to the current budgets for police services in the two Cities. The personnel costs of the alternative I, II and III departments have been adjusted to reflect the higher personnel costs typically paid by larger cities and departments.

EXHIBIT IV-A--COST COMPARISONS CURRENT VS. ALTERNATIVES

<u>Police Service Costs</u>	<u>Alternatives</u>			<u>Current Budget</u>		<u>Total</u>
	<u>I</u>	<u>II</u>	<u>III</u>	<u>Belmont</u>	<u>San Carlos</u>	
Personnel	\$4,020,583	\$4,691,803	\$4,584,403	\$2,108,890	\$2,967,721	\$5,076,611
All Other ⁽¹⁾	<u>800,000</u>	<u>830,000</u>	<u>830,000</u>	<u>353,620</u>	<u>558,555</u>	<u>912,175</u>
Total	<u>\$4,820,583</u>	<u>\$5,521,803</u>	<u>\$5,414,403</u>	<u>\$2,462,510</u>	<u>\$3,526,276</u>	<u>\$5,988,786</u>

⁽¹⁾Does not include one time cost of implementing a consolidation.

It is apparent that consolidation of the two police departments will produce savings, and that each of the alternatives presented will result in savings. Alternative I would result in a savings of approximately \$1.2 million, alternative II in a savings of approximately \$467,000 and alternative III would result in a savings of approximately \$574,000. While the two City Councils must make the ultimate decision, a review of the parameters identified at the commencement of the study indicates that the alternative III department best fits the objectives of the

cities. The alternative III department substantially reduces the cost of police services and increases the level of service to the two communities.

COST SHARING ALTERNATIVES

A method of allocating costs to the two cities is required if the decision is made to proceed with the consolidation of the two police departments. The current South County Fire Protection Authority agreement provides for the equal sharing of costs unless otherwise agreed to by the Commission prior to August 15 of each fiscal year. There are numerous other options and combinations available. The possibilities include a division of costs based upon:

- *The current South County Fire Authority arrangement which equally divides the cost between the two Cities, unless agreed otherwise*
- *The equal sharing of the savings resulting from the consolidation*
- *The populations of the Cities*
- *The areas of the two Cities*
- *The number of calls dispatched within each City*
- *The number of hours of patrol within each City*
- *A combination of these options.*

The distribution of costs based upon what appears to be the most acceptable of these alternatives would be:

- *The equal sharing of costs at 50 percent for each city*
- *The equal sharing of the savings*
- *Based upon population, 47.99 percent for Belmont and 52.01 percent for San Carlos*
- *To use the number of calls for service generated in each city in 1989 (Belmont, 10,550 and San Carlos, 10,660), with percentage distributions of 49.74 percent for Belmont and 50.26 percent for San Carlos.*

Each of the cost sharing options presented above indicate that approximate 50 percent of the cost of a consolidated department can be assigned to each city. It

is likewise possible to say that the savings resulting from the consolidation of the two departments should be equally shared.

RECOMMENDATION

The alternative III department meets the criteria established at the commencement of the study. It will:

- *Reduce police costs to the two communities*
- *Result in an increased level of police service to the communities*
- *Allow for local control over law enforcement activities*
- *Maintain a police physical presence in each community*
- *Provide a salary and fringe benefit package to the employees of the consolidated department that will prevent current employees from suffering economically as a result of the consolidation.*

The community acceptance of consolidated police services should be influenced by the ability of the consolidated department to serve the communities and at the same time fulfill the criteria described above.

It is clear that both cities are currently satisfied with the level of service provided by their police departments. Both departments deliver a level of service that is higher than is typically found in some similar communities. Consolidation offers the continuation of a high level of service at reduced costs. Implementing alternative III would result in reducing the cost of each city's expenditure for police services by approximately \$287,000 which is one-half of the total savings. Allocating annual operating costs of the consolidated department would result in 59.8 percent of the total cost being distributed to San Carlos and 40.2 percent of the cost being distributed to Belmont.

The alternative III department will require an estimated one-time implementation expenditure of approximately \$240,000. It will produce annual savings of approximately \$574,000 and will increase the level of police services the communities provide their citizens. The alternative also appears to meet all of the criteria established at the beginning of the study. We recommend the consolidation of the two police departments based upon the foregoing data and analysis.

POSSIBLE INSTITUTIONAL ARRANGEMENTS FOR THE CONSOLIDATED DEPARTMENT

An institutional arrangement must be developed to administer the activities of the consolidated department if the City Councils of the two cities determine that they wish to proceed with the consolidation of the two police departments. The responsibilities of a governing unit to provide policy direction should be determined by the City Councils of the two Cities. The governing unit should have policy responsibilities within parameters established by the two City Councils. Following the administrative pattern in use in the two cities, a manager would implement the policy direction of this governing unit.

There are three primary institutional arrangements available to the Cities for the operation of the consolidated department. They are:

- *The establishment of a joint exercise of powers authority*
- *The development of a contractual arrangement between the two Cities so that one of the Cities provides police services to the other by contract*
- *Modify a current joint exercise of powers agreement to include police services*

In evaluating the three alternatives, the establishment of a joint powers authority does not appear to be feasible. Current law requires a newly created agency to participate in the Social Security program. This requirement increases employee fringe benefit costs and therefore the cost of service delivery. In addition, without a salary adjustment, the employee take-home pay would be reduced.

The second option listed above would require the two Cities to develop a contractual arrangement whereby one provides police services to the other. This option does not provide a balanced level of participation for the two Cities. An apparent, if unstated, parameter required for the consolidation.

The only remaining option is to modify the current South County Fire Protection Authority joint exercise of powers agreement to include police services. This agreement is between the City of San Carlos and the Belmont Fire Protection District. The agreement provides for the delivery of fire related services only as currently constituted. A legal opinion should be sought to determine if the agreement could be amended to include police services. Assuming this is possible, this appears to be the only institutional arrangement available without a substantial increase in cost.

The consolidation of the two police departments is estimated to take approximately nine months. The early appointment of the Police Chief will relieve the City Managers of the responsibility of coordination and will enhance the implementation of the consolidation.

IMPLEMENTATION SCHEDULE

A plan which will lead to the consolidation of the police departments will be required if the City Councils wish to proceed. The plan should identify the steps in the process, the timing of each step and assign responsibility for each of the steps. Exhibit IV-B presents this information.

SUMMARY

The information and analysis contained in this chapter indicates that the consolidation of police services in the Cities of Belmont and San Carlos can be accomplished in a manner consistent with the study parameters. Alternative III is recommended. It provides significant annual savings to each city, provides appropriate levels of service and the opportunity to expand such important activities as youth services.

EXHIBIT IV-B--IMPLEMENTATION SCHEDULE

<u>Procedural Step</u>	<u>Timing</u>	<u>Responsibility</u>
1. Authorization to proceed with the development of a consolidation agreement.	0	City Councils
2. Review of legal ramifications of amending the So. County Fire JPA and preparation of legal documents.	2 months	Legal Counsel directed by the City Managers
3. Approval of Consolidation Agreement.	3 months	City Councils
4. Appointment of Police Chief.	4 months	JPA Commission
5. Development of detailed implementation plan and establishment of target date.	6 months	Police Chief
6. Development of Administrative Systems.	9 months	Police Chief
7. Needed supplies, materials, and equipment ordered.	9 months	Police Chief
8. Identification of staff assignments.	9 months	Police Chief
9. Official transfer of employees and equipment.	11 months	City Councils
10. Relocation of function within current facilities.	12 months	Police Chief

CHAPTER V

FUNCTIONAL CONSOLIDATION

The opportunities and ramifications of the full consolidation of the two police departments was presented in the previous chapter. In this chapter, functional consolidation opportunities will be presented. The options for functional consolidation presented in this chapter are capable of standing alone. These options may be implemented by the respective cities without a full consolidation.

The areas offering opportunities for functional consolidation are:

- *Communications/dispatch*
- *Records*
- *Special operations*
- *Training*
- *Photo Lab*
- *Morning Watch (C)*
- *Traffic Enforcement*
- *Evidence Storage*
- *Administrative Services.*

Each of the opportunities for functional consolidation listed above are described in the following sections. The descriptions include a review of possible barriers to the consolidation and an estimate of the cost savings or cost avoidance that would result from the consolidation.

- *Communications/dispatch*--In each of the three total department consolidation alternatives reviewed in the earlier chapters of this report, the consolidation of the communications activities of the two departments indicated that three dispatcher positions could be saved. The consolidation of the communications unit and the savings of these three positions is not dependent upon the consolidation of the two departments or any other functions of the departments.
 - *There are no apparent barriers to the consolidation of the communications activities of the two departments. The current location of the City of San Carlos police communications unit provides sufficient*

space for an additional console. It is estimated that the cost of relocating the Belmont console to the San Carlos site would be less than \$10,000 and would require the relocation of telephone equipment at an estimated one time cost of \$25,000.

- The consolidation of the two communication units will result in an ongoing savings of three positions and the elimination of overtime and per-diem employees. At current personnel costs, the estimated annual cost savings resulting from this consolidation, are estimated to be \$157,000.
 - In addition to direct cost savings resulting from the functional consolidation of communications units, such a consolidation could provide future savings opportunities. In the near future, one or both of the departments may want to implement a computer-aided dispatch system. The opportunity to share in this installation and its operation is an additional incentive for the consolidation of communication/dispatch functions. This joint venture could result in a shared cost avoidance that could be approximately \$100,000.
- **Records**--As is common with police departments, both departments maintain extensive records systems. Records are an integral part of a police department's activities. They are available to the patrol officer via the radio, the detective in the office, and the citizen by visiting the department.
 - The consolidation of records activities has the potential of increasing the level of service to the communities by extending the hours the records bureau could be open to the public.
 - There are several technical issues that would need to be addressed prior to this consolidation. For example, how officer reports from the city without the in-house records section would be transmitted to the records section. A FAX machine would resolve this issue.
 - If communications and the records section are not located in the same area, an additional call would be required to verify the existence of a hard copy warrant.
 - The consolidation of records would require an investment in the actual physical consolidation of the records. A cost of this activity can not be made without a detailed study of the two systems to identify areas of compatibility and difference. It would appear that the consolidation of the records could cost as much as \$50,000.
 - The consolidation of records would provide opportunities for cost avoidance. Only one computer hardware and software system would need to be maintained. This could save as much as \$100,000 in one time costs.
 - **Special Operations**--The two departments currently provide special services in a number of parallel areas, such as DARE, earthquake preparedness, bicycle safety and community watch. These activities offer opportunities to share staff and expertise. There are also those areas of service one

city provides that the other may need on occasion, which offer opportunities for functional consolidation. In these areas, a cost reduction or savings should not be expected and a higher level of service would be the benefit of the consolidation.

- *Both departments are active in the DARE program. Because school boundaries cross city lines, students the officers work with may be from either community. This type of program lends itself to functional consolidation. Both departments could retain their current commitment to the program and increase the level of service, or if the current level of service is meeting the needs of the communities a reduction in staffing could occur. This reduction in staffing would result from the elimination of dual training and administration. The consolidation of this function could be accomplished through a contractual arrangement between the cities.*
- *The same is true for earthquake preparedness training. Both departments work with South County Fire; instead, one agency could contract with the other for services.*
- *Both departments have an officer assigned to court liaison duty. This activity could be accomplished by one officer handling court liaison for both departments. The assignment could be rotated between the two departments on a six month schedule or if the consolidation of evidence/property storage described below occurs, the department providing the storage facility could also maintain the court liaison responsibility. This could be arranged through a contractual arrangement between the two cities.*
- *Both departments currently operate evidence/property storage activities. This is a function that lends itself to consolidation. The keeping of records for evidence/property storage is detailed and involved. The most efficient method of maintaining the records is on small computer. Only one of the departments should have to maintain such a program and function. Temporary storage units would be required in the agency without the main evidence/property storage facility. The materials in these units would be retrieved on a regular basis for storage until needed. In addition, the release of materials for court could be concentrated in one location and with one property clerk, which would result in a saving in time. This function could be coordinated with the consolidation of court liaison duty described above.*

The opportunities for special operations consolidation are numerous. The level of cost savings or avoidance the two agencies can expect to experience is dependent upon the activities shared.

- **Training**--Both departments have the responsibility of providing training to their staffs. In each department an individual is designated as the training officer to coordinate the training efforts for the department. A

portion of this function is to be aware of the training needs of the staff and the training available through outside organizations. The consolidation of the training activities is an opportunity for functional consolidation. The coordination of training efforts will not result in a direct monetary savings, but should result in increased effectiveness of the two departments' training programs.

- *The efforts required to keep abreast of training available through outside agencies is being duplicated by the two departments. At the least, the departments should arrange for one agency to be responsible through a training coordinator position for this function and share the data with the other agency.*
- *Any training made available to one department's employees should be made available to the members of the other department. The training coordinator described above could be responsible for this coordination activity.*
- *The training coordinator could be responsible for maintaining a record of the training needs of the members of both departments. When a sufficient number of employees of the two departments are in need of a particular type of training, efforts should be made to conduct the training in-house, thereby reducing training costs.*
- *The joint training of the K-9 units of the two departments is an example of training that could result in better coordination of effort when the two units come together for an assignment.*

The opportunities for consolidating the training functions of the two departments are unlimited. The two departments should diligently pursue the formation of a joint training coordinator position and the joint training of their employees.

- **Morning Watch (C) Patrol Activities**--Based upon the number of calls for service, the combined morning watch patrol officer strength of the two departments should be 4.4 or 5 officers. The current actual fielded strength of the two departments totals 7.1 or 7 patrol officers. The functional consolidation of the morning watch would result in a savings of 2 officers per day. In addition, both departments assign sergeants to this shift. A combined morning shift would only need one sergeant and result in the need for one less sergeant.
 - *Based upon the calls for service and the area of the two communities, 5 officers and a sergeant are capable of providing field patrol activities for the two cities.*
 - *The reduction of 2 officers per shift, 365 days a year equates to 2.8 officers. At the current salary and fringe benefit rate of \$4,352 per officer per month, a savings in excess of \$146,000 could be realized. The savings would actually be greater than this amount, because of the cost of both cities having a supervisor on the shift.*
 - *The options available for the consolidation of the morning shift are numerous. Both communities could reduce their staffing on this*

watch and agree upon which department would provide shift supervision. The supervision could be rotated between the cities on the normal shift rotation schedule. Or, the cities could enter into a contractual agreement which would provide for one city covering the other during this shift.

- If the decision is made to consolidate the morning shift patrol function, the departments should also investigate the feasibility of consolidating the communications dispatcher function on this shift. This would require the transfer of telephone lines during the shift. It would further reduce the cost of providing morning watch police services in the two communities by approximately \$54,000.

- **Special Traffic Enforcement and Parking Enforcement**--The two cities have special traffic enforcement activities during morning and afternoon commute hours. The Belmont Police Department currently functions with two traffic officers and the San Carlos Department has three traffic officers. Both departments assign their traffic officers to cover approximately the same hours. The functional consolidation of this activity would allow for extended hours of special traffic control by allowing flexibility in the hours and days traffic officers would be on duty. In addition, the consolidation of the forces would allow greater freedom in number of areas that could be simultaneously patrolled. This consolidation would not result in a cost reduction but would increase the hours per day the two departments are capable of fielding special traffic enforcement officers.

Both cities currently provide parking enforcement activities using community services officers. The main areas of enforcement are the commercial areas of each community both of which are relatively compact in size. Consolidation would result in a more efficient use of the community service officers' time and increase the number of hours of enforcement at no additional cost to either city.

- The special traffic enforcement activities of the two departments should be consolidated. The departments' other traffic enforcement activities should still be provided by their regular patrol units. The consolidation of this function could be implemented in several different ways. The two departments could agree to coordinate the shifts of the traffic officers and have them cover both communities. The supervision and coordination of the officers could be assigned to one city for a period of time such as the duration of a shift assignment and then rotated to the other department. The supervisor would be responsible for coordinating activities so that both cities received an appropriate share of patrol time.
- **Administrative activities**--Short of total consolidation, the administrative functions of each department will continue. Opportunities for functional consolidations at the administrative level exist.

- *Planning and research is a function that could receive a higher level of emphasis if it were consolidated. The planning and research unit could work directly under the supervision of the two police chiefs. The task of the unit would be to identify and develop opportunities for increased efficiency and effectiveness in the use of resources in both departments.*
- *Both departments use the same labor market to recruit new staff. It is assumed that a number of the applicants for a position in one city are also applicants in the other city. When this happens, both departments spend valuable staff time collecting background information on the same person. With the appropriate releases, this information could be shared between the two cities.*

SUMMARY

The opportunities for functional consolidation are numerous. For any of the functional consolidations to be implemented and successful, the cooperation of the police chiefs and the members of the departments will be required. Throughout this study, a significant number of the employees of the two departments expressed an interest in the joint delivery of services. The opportunities described above would allow those employees who expressed an interest in consolidation to be involved in consolidated programs.

CHAPTER VI

INTERNAL IMPROVEMENT OPPORTUNITIES

Opportunities for increasing the efficiency and effectiveness of resource utilization for each department were also identified as a portion of this study. This identification of improvement opportunities stands alone and is not dependent upon the results of the consolidation study.

Both departments provide a very high level of service to their communities and both departments are operating in an efficient and effective manner. Opportunities for efficiency and effectiveness improvements are severely limited by the size of the two departments. To provide police services requires a certain level of commitment to be prepared for calls for service when they are received. The current volume of calls for service do not require current staffing levels but are necessary for officer safety, minimum coverage, and adequate supervision. While awaiting calls for service, the resources of the two departments are not being used to their maximum but short of a consolidation there are limited opportunities to improve efficiency and effectiveness. Those opportunities that exist are described separately by department in the following sections.

BELMONT

The areas in which the Belmont Police Department can improve efficiency and effectiveness are in the areas of staffing, automation and facilities.

- *The areas that would benefit most from computer automation are discussed below.*
 - **Dispatching**--The installation of computer aided dispatch (CAD) would provide instantaneous, accurate records of dispatch activities and would reduce the time and effort expended in data collection and report/statistics generation.
 - **Word processing**--The automation of officer report writing and office document generation would result in increased productivity.

- **Information retrieval**--The installation of Mobile Digital Terminals (MDT) in police vehicles would reduce dispatch/patrol transmissions, provide near instantaneous availability of crime network information, and eliminate the opportunities for erroneous transmission/reception of data.

The Department has purchased an upgraded computer system for use with records, dispatch, and word processing. In order to obtain the maximum benefits from the automation, all personnel in the Department should receive training in the use of the system.

- *The Belmont Police facility is crowded, poorly maintained and severely limits the staff's ability to perform. The facility does not meet the basic needs of the department. For example, the evidence/property storage area is so small it may not provide the security of evidence required by the courts. The female officers do not have a locker room, they are forced to use a unisex restroom on the main floor as a locker room. The building does not provide an appropriate employee lounge area. The facility should be replaced as soon as possible. The replacement would have an immediate positive effect on the morale of the employees who must work in the current facility.*
- *Three of the Department's employee performance evaluations are past due. The Department should develop a system of notifying supervisors of the due date of employee evaluations. Once implemented, the notifications will require a regular review to identify evaluations that have not been completed on schedule. The failure of supervisors to complete evaluation of their subordinates should be a portion of the supervisor's evaluation.*
- *The Department should implement a policy of having a patrol division supervisor on duty at all times. The department currently relies heavily upon acting supervisors and on occasion allows a shift to operate without a designated supervisor. The efficiency, and effectiveness of the shifts will be improved by assigning a supervisor on each shift.*
- *The method of designating the individual to fill an acting supervisor position should be modified. Currently, the practice is to appoint the individual with the most seniority, without regard to supervisory skills. On the rare occasion when such an appointment is necessary, the person with the highest level of supervisory skills should be appointed to the acting position.*
- *The patrol shift supervisor should play an active role in determining when a back-up unit should be dispatched. Currently, on all but the more serious calls for service the on-the-scene officer determines the need for a back-up. On the more serious calls for service the back-up is automatic.*
- *The Department should maintain patrol division workload data in a format that allows management to compare workload and staffing levels. This data*

should be analyzed and used to adjust staffing levels to meet the needs of the community. This data should be analyzed at least once per year and more often if appropriate.

- The Department's Traffic Enforcement Index in recent years has been in the 40 plus to 60 plus range, two to three times above the industry goal of 20. This level of enforcement is substantially higher than is required to maintain traffic safety. It is acknowledged, however, that the community seems satisfied with this level of enforcement. The Department should strive for a Traffic Enforcement Index of 20 and assign the released patrol officer time to other functions, such as youth services.
- The Department should increase its level of planning and research. This function should be assigned to the Chief's office. The unit, which should include a sworn position, should develop plans to respond to the changing crime trends and policing needs of the community. In addition, the unit should evaluate and recommend improvements to programs implemented to respond to these trends.
- The Department should increase its level of youth services. Youth services should extend into the elementary schools. This function should be assigned to the Department's newly established D.A.R.E. officer.
- The Department should evaluate the usefulness of non-lethal weapons in its escalation of force procedure. These types of weapons have proven effective in temporarily immobilizing individuals who otherwise might be injured or injure an officer during an arrest.
- The Department's written directive system in some ways is out-of-date and not organized in a systematic manner. The Department's written directive system should include the following three sections.
 - The General Duty Manual--This manual should consist of the following three parts.
 - .. Rules and Regulations--the Department's current manual should be reviewed, revised and expanded
 - .. General Orders which are special directives that affect all Department personnel. They are policies such as the use of deadly force, escalation of force, specialized assignment selection procedure, and the organizational structure of the Department.
 - .. Operational Procedures which give direction on how certain activities should be carried out within the Department. These include radio procedures, booking guidelines for adults and juveniles, inspections, and equipment usage.
 - Special Orders--These concern topics or issues that are short term in nature and generally self-cancelling. They include issues such as a special street closing, the use of a special but temporary crime

suppression unit, a notice requiring special policing of certain areas for a period of time, and the announcement of shift assignments.

- Training Bulletins--Training bulletins should be included in this manual.

Some specific areas of the Department's current directive system that should be reviewed or added to the manual are listed below.

- Several existing orders address firearms, i.e., General Orders 83-06 and 83-07, they should be consolidated
- Old personnel orders (1983) are still in the Manual
- No escalation of force policy or reference to the use of Deadly force when all other non-lethal options have been exhausted or are impractical are included in the current documents, it is a training bulletin
- No reference to the use of the carotid restraint and what actions to take if it is used are in the current documents, it is a training bulletin.

The implementation of the above items will result in improved Department efficiency and effectiveness.

SAN CARLOS

Opportunities for improved efficiency and effectiveness in the operation of the San Carlos Police Department are listed below.

- *Administrative and support operations would benefit from automation. The following areas should be considered.*
 - Records--Automation of the indexing, storage and retrieval of records would improve accessibility to this data and the efficiency of the Department.
 - Dispatching--Computer assisted Dispatching (CAD) would provide instantaneous, accurate records of dispatch and reduce the time and effort expended in data collection and report/statistics generation.
 - Word processing--The automation of officer report writing and office document generation would result in increased staff productivity.
 - Information retrieval--Installation of mobile digital terminals (MDT) in the police vehicles will provide for the near instantaneous availability of dispatch/patrol information exchange and will eliminate the opportunities for erroneous transmission/reception of data.

The Department has put a substantial amount of effort into researching computer systems to automate departmental activities. This effort is being held in abeyance pending completion of this study.

- *The performance evaluations of two of the Department's civilian employees and the three lieutenants are past due. Two of the lieutenants have not been evaluated for several years, one in 1978 and one in 1979. The Department should develop a system of notifying supervisors of the due date of employee evaluations. Once implemented, the notifications will require a regular review to identify evaluations that have not been completed on schedule. The failure of supervisors to complete evaluations of their subordinates should be a portion of the supervisor's evaluation.*
- *The department should maintain patrol division workload data in a format that allows management to compare workload and staffing levels. This data should be analyzed and used to adjust staffing levels to meet the needs of the community. This data should be analyzed at least once per year and more often if appropriate.*
- *The Department's Traffic Enforcement Index in recent years has been at approximately 30, 50 percent above the industry goal of 20. This level of enforcement is higher than is required to maintain traffic safety. The higher level of service does, however, seem to be desired by the citizens. The Department should strive for a Traffic Enforcement Index of 20 and assign the released patrol officer time to other functions, such as youth services.*
- *The Department should increase its level of planning and research. This function should be assigned to the Chief's office. The unit, which should include a sworn position, should develop plans to respond to the changing crime trends and policing needs of the community. In addition, the unit should evaluate and recommend improvements in programs implemented to respond to these trends.*
- *The Department should increase its level of youth services beyond its current level of three-fourths of an officer. The increased level of youth services should continued to be concentrated in the elementary schools.*
- *The Department should evaluate the usefulness of non-lethal weapons in the Department's escalation of force procedure. These types of weapons have proven effective in temporarily immobilizing individuals who otherwise might be injured or injure an officer during an arrest.*
- *The Department's written directive system should be reviewed and organized in a more systematic manner.*
 - *The General Duty Manual--This manual should consist of the following three parts.*

- .. Rules and Regulations--the Department's current manual should be reviewed, revised and expanded
- .. General Orders which are special directives that affect all Department personnel. They are policies such as the use of deadly force, escalation of force, specialized assignment selection procedure, and the organizational structure of the Department.
- .. Operational Procedures which give direction on how certain activities should be carried out within the Department. These include radio procedures, booking guidelines for adults and juveniles, inspections, and equipment usage.
- **Special Orders**--These concern topics or issues that are short term in nature and generally self-cancelling. They include issues such as a special street closing, the use of a special but temporary crime suppression unit, a notice requiring special policing of certain areas for a period of time, and the announcement of shift assignments.
- **Training Bulletins**--Training bulletins should be included in this manual.

Specific areas of the Department's Directive System that should be reviewed or expanded include the following.

- *An escalation of force policy should be developed*
- *The deadly force policy should be reviewed*
- *A policy on drug testing and substance abuse by employees and procedures for supervisory intervention should be included in the document.*

The implementation of the above items will increase the San Carlos Police Department's efficiency and effectiveness.



This study has concluded that the consolidation of the Belmont and San Carlos Police Departments would produce an increased level of police services to the communities at a reduced cost. The study also indicates there are opportunities to reduce the costs of police services to the two communities by consolidating selected police functions. In addition, even though both departments are efficient in the delivery of services, there are opportunities to increase the level of efficiency.

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